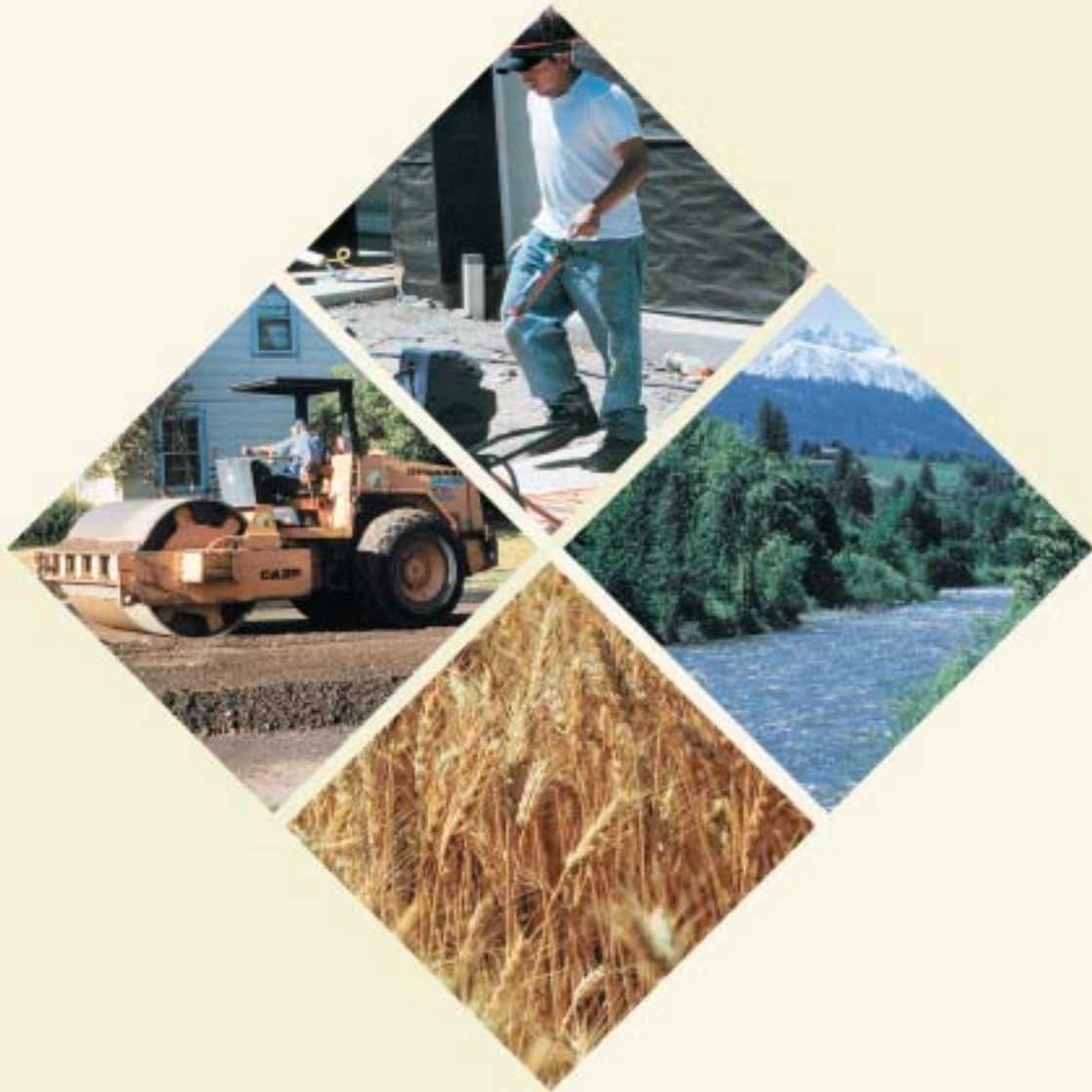


ACHIEVING GROWTH MANAGEMENT GOALS:



Office of Community Development

Providing financial and technical resources to build thriving and sustainable communities

LOCAL SUCCESS STORIES

ACHIEVING GROWTH MANAGEMENT GOALS:

LOCAL SUCCESS STORIES

Washington State Office of Community Development

Busse Nutley, Director

Local Government Division

Steve Wells, Assistant Director

Growth Management Program

Shane Hope, Managing Director

Rita R. Robison, Senior Planner



Office of Community Development

Providing financial and technical resources to build livable and sustainable communities

Post Office Box 48350 ♦ Olympia, Washington 98504-8350 ♦ (360) 725-3000 FAX (360) 753-2950

www.ocd.wa.gov/info/lgd/growth

December 2000



STATE OF WASHINGTON
OFFICE OF COMMUNITY DEVELOPMENT
906 Columbia St. SW • PO Box 48350 • Olympia, Washington 98504-8350 • (360) 725-2800

December 2000

Dear Reader:

This book contains information about some of the excellent projects that communities have undertaken to achieve the goals of Washington's Growth Management Act, adopted in 1990. Here you can read about the local governments, business people, and citizen organizations behind these projects. They have worked hard to plan for their communities and to put their visions in place. They are protecting the environment and keeping the economic climate strong.

While many more success stories could be told, these have been selected because they were known to reflect persistence, collaboration, and effectiveness in achieving growth management goals. Each of the projects also received a Growth Management Achievement Award from the Washington State Office of Community Development.

In this book, each section identifies a specific growth management goal and describes one or two outstanding projects that help meet the goal. Goals include urban growth, housing, economic development, environmental protection, and other important quality-of-life concepts. For a quick summary of this law, please see the Appendix.

I hope you enjoy reading these stories of local achievements. Thank you for recognizing with me the progress they represent.

In partnership,

*Shane Hope, Managing Director
Growth Management Program*

ACKNOWLEDGEMENTS

Achieving Growth Management Goals: Local Success Stories was written by the staff of the Growth Management Program with the assistance of many individuals from communities and organizations throughout the state. Information for this publication was provided largely through surveys and interviews. Details also were obtained from materials provided by local governments and the Growth Management Program's newsletter, *About Growth*. The staff of the Growth Management Program wrote six of the articles. Rita R. Robison, Senior Planner and Editor of the publication, compiled the information. The staff would like to thank the following people who provided information for *Achieving Growth Management Goals: Local Success Stories*.

Town Center and SR 527 Corridor Subarea Plans – City of Mill Creek. Bill Trimm, AICP, Planning Director, City of Mill Creek; Terry Ryan, Mayor, City of Mill Creek; Joe Giampietro, Development Manager, JPI, Pacific Northwest Region; and Michael Levy, President, Lozier Homes Inc.

Urban Growth Area Cooperative Planning – Thurston County and the Cities of Olympia, Lacey, and Tumwater. Don Krupp, Director, Thurston County Development Services; Fred Knostman, Planning Manager, Thurston County Development Services; Bob Jacobs, Former Mayor and Councilmember, City of Olympia; Jon W. Halvorson, Former Mayor and Councilmember, City of Lacey; and Dennis Adams, Broker, Virgil Adams Real Estate Inc.

Colville 2000 Downtown Revitalization – City of Colville. Sandra Nourse-Madson, Former Director of Building and Planning, City of Colville; David Martineau, Director of Building and Planning, City of Colville; Bob Anderson, Mayor, City of Colville; Larry Comer, P.E., Principal Engineer, Colville 2000 Downtown Revitalization, and President, Welch, Comer & Associates Inc.; and Mark Freiburger, City Engineer, City of Colville.

Downtown Revitalization – City of Newport. Ray King, Director, Planning and Community Development, City of Newport and Delphine Palmer, City Administrator, City of Newport.

Downtown Plan – City of Redmond. Roberta Lewandowski, Planning Director, City of Redmond; Randy Kyte, Former Project Lead for Winmar Co. Inc., now with Langly Properties; and Clyde Holland, Former West Coast Group Managing Partner for Trammel Crow Residential.

Housing – Seattle Projects. Alan Justad, Community Relations Supervisor, Seattle Department of Design, Construction, and Land Use; Marty Liebowitz, Architect, Madrona Company; Kit Newman, Project Manager, Kennen-Meyer Architects; and John Kucher, Executive Director, Threshold Housing.

Daffodil Neighborhood – City of Sumner. Leonard Bauer, Community Development Director, City of Sumner; Dave Prutzman, President, Boston Harbor Land Company; Barbara Skinner, Mayor, City of Sumner; and Bill Heath, Project Chair, Sumner Rotary Club.

Capital Facilities Planning – City of Cheney. Glenn Scholten, Senior Planner, City of Cheney; Paul Schmidt, City Administrator, City of Cheney; and Todd Ableman, Project Administrator, City of Cheney.

Southwest Everett Subarea Plan – City of Everett. Paul Roberts, Community Development Director, City of Everett; Dirk Fieldcamp, Civil Interface Manager, North Region, The Boeing Company; and Clay Bush, Former Corporate Facilities Manager, Fluke Corporation.

Thea Foss Waterway – City of Tacoma. Bart Alford, Development Supervisor, Tacoma Economic Development Department; Mike Crowley, Mayor, City of Tacoma; and Kevin Phelps, Deputy Mayor, City of Tacoma.

ACKNOWLEDGEMENTS

Apple Capital Recreation Loop Trail. Jennifer Olsen Fielder, Recreation Planner, Silverline Projects Inc. and the Late Esther Stefaniw, Chelan County Commissioner.

Yakima Greenway. Al Brown, Executive Director, Yakima Greenway Foundation; Joan Davenport, Former Yakima Greenway Board Member; and Dan Valoff, Associate Planner, City of Yakima.

Concurrency Management Program – City of Olympia. Randy Wesselman, Transportation Engineering Supervisor, Olympia Public Works Department and Jeanette Hawkins, Councilmember, City of Olympia;

Commute Trip Reduction – Spokane County. Aurora Crooks, Transportation Demand Management Manager, Spokane County; Alison Kenyon, Employee Transportation Coordinator, Avista Corporation; Shari Yamane, Employee Transportation Coordinator, Spokane Regional Health District; and Nadine Hopp, Employee Transportation Coordinator, Eastern Washington University.

Agricultural Land Designation – Franklin County. Jerrod MacPherson, Planning and Building Director, Franklin County and Billie Ross, Farmer and Member of the Franklin County Planning Commission.

Agricultural Land Designation – Grant County. Scott Clark, Planning Director, Grant County; Deborah Moore, Grant County Commissioner; and LeRoy Allison, Grant County Commissioner.

Historic Preservation – City of Port Townsend. Mari F. Mullen, Executive Director, Port Townsend Main Street™ Program; Jeff Randall, Planning Director, Port Townsend Department of Building and Community Development; and Judy Surber, Senior Planner, Port Townsend Department of Building and Community Development.

Esther Short Redevelopment and Subarea Plan – City of Vancouver. Gerald Baugh, Special Projects Manager, Vancouver Economic Development Department; Albert “Corky” Angelo Jr., Owner, Al Angelo Company; and Doug Nichols, Architect, OTAK.

Capital Facilities Planning – Snohomish County. Michael Zelinski, Senior Planner, Snohomish County Planning and Development Services; Mary Fears, Community Relations Manager, Marysville School District; Barbara Cothorn, Chair, Snohomish County Council; and Mike Pattison, Governmental Affairs Director, Snohomish County Realtors.

GMA Land Use Planning – Kitsap County. Heather Ballash, Senior Planner, Washington State Office of Community Development; Mark Kuhlman, Engineer, Team 4 Engineering; and Nobi Kawasaki, Former Chair, Kitsap County Planning Commission.

Benchmark Program – King County. Cynthia Moffitt, Manager, King County Benchmark Program; Ron Sims, Executive, King County; and Lucy Steers, Former President, 1000 Friends of Washington and Former President, Seattle League of Women Voters.

Intergovernmental Cooperation – Douglas County; Cities of East Wenatchee, Bridgeport, and Rock Island; Towns of Waterville and Mansfield; Special Purpose Districts; and Others. John Shambaugh, Planning Manager, Transportation and Land Services, Douglas County; Bob Corkrum, Douglas County Port Commissioner and President, Pangborn Memorial Airport Board; and Bill Millett, Member, Douglas County Planning Commission.

Cover Photos – Rita R. Robison

TABLE OF CONTENTS

<i>Sprawl Reduction</i>	1	Commute Trip Reduction	
Town Center and SR 527 Corridor Subarea Plans		Spokane County.....	40
City of Mill Creek.....	2		
Urban Growth Area Cooperative Planning		<i>Natural Resource Industries</i>	43
Thurston County and the Cities of Olympia,		Agricultural Land Designation	
Lacey, and Tumwater.....	4	Franklin County	44
		Agricultural Land Designation	
<i>Concentrated Urban Growth</i>	7	Grant County	46
Colville 2000 Downtown Revitalization			
City of Colville	8	<i>Historic Lands and Buildings</i>	49
Downtown Revitalization		Historic Preservation	
City of Newport.....	10	City of Port Townsend	50
Downtown Plan			
City of Redmond.....	12	<i>Timely Permitting</i>	53
		Esther Short Redevelopment and Subarea Plan	
<i>Housing</i>	15	City of Vancouver.....	54
Miller Mews	16		
The 5430 California Avenue S.W. Project.....	17	<i>Public Facilities and Services</i>	57
Ravenna Cottages	17	Capital Facilities Planning	
Daffodil Neighborhood		Snohomish County	58
City of Sumner	18		
		<i>Public Participation</i>	61
<i>Economic Development</i>	21	GMA Land Use Planning	
Capital Facilities Planning		Kitsap County.....	62
City of Cheney	22		
Southwest Everett Subarea Plan and Planned		<i>Regional Coordination</i>	65
Action Ordinance		County-Wide Policies Benchmark Program	
City of Everett.....	24	King County.....	66
		Intergovernmental Cooperation	
<i>Environment</i>	27	Douglas County; Cities of East Wenatchee,	
Thea Foss Waterway		Bridgeport, and Rock Island; Towns of	
City of Tacoma.....	28	Waterville and Mansfield; Special Purpose	
		Districts; and Others	68
<i>Open Space and Recreation</i>	31		
Apple Capital Recreation Loop Trail.....	32	<i>Appendix</i>	71
Yakima Greenway.....	34		
<i>Transportation</i>	37		
Concurrency Management Program			
City of Olympia.....	38		

SPRAWL REDUCTION

Growth Management Goal:

"Reduce sprawl. Reduce the inappropriate conversion of undeveloped land into sprawling, low-density development."



SUBURBAN CITY CREATES
ATTRACTIVE, DENSE URBAN CENTER
City of Mill Creek

JOINT PLANNING LEADS TO BETTER
CONFIGURED URBAN GROWTH,
SMOOTHER PERMITTING
*Thurston County and the Cities of Olympia,
Lacey, and Tumwater*

Town Center and SR 527 Corridor Subarea Plans

City of Mill Creek

Mill Creek's vision for the future is much different than its suburban, bedroom community roots. New compact urban neighborhoods are springing up, and construction is beginning on a commercial center that will give the city a real downtown.

In the city's new Town Center and nearby high-density neighborhoods, pedestrians will stroll through tree-lined streets. Many will shop, go to movies, and even get to work, without using their cars.

Mixed-use facilities – retail stores on the ground level with offices or living units above – will attract shoppers from the buildings and the neighborhood. People will enjoy walking in the pedestrian-oriented neighborhood because garages are located under the buildings and access for cars is through the alleys. Public plazas and a community center will provide places for people to gather.

This new vision for Mill Creek is creating a denser pattern of development than the city's former suburban model. By increasing its urban densities through growth management planning, Mill Creek is reducing urban sprawl.

Using Growth Management Tools to Develop City's Vision

When Mill Creek became a city in 1983, it was a suburban residential area oriented around a golf course. As the city began its growth management planning in the early 1990s, officials decided to create a new, pedestrian-oriented Town Center rather than approve more strip commercial development.

Mill Creek was fortunate to have a large under-developed site located near its city hall and other established businesses and offices. Here a Town Center could be created, with a 100-acre office park to the north.

The Town Center was the focal point of Mill Creek's 1992 city-wide comprehensive plan, the city's first

comprehensive plan completed under the state's Growth Management Act (GMA). To give more details to its vision, Mill Creek prepared a more specific Town Center plan in 1994. With enthusiasm and high hopes, the city began marketing its Town Center plan to developers. However, several developers told city officials not enough residential development was located nearby to support businesses in the future Town Center.

The city went back to the drawing board. It developed a separate plan for the area bordering the Town Center, called the SR 527 Corridor Subarea Plan. The subarea plan called for 1,500 units of high-density apartments and condominiums located directly adjacent to and connected with the Town Center through an extension of Main Street. The size of the office park was greatly reduced.

Developers are responding positively to the new subarea plan. The Town Center is now being built because the nearby neighborhood – with its residential development connected by sidewalks, trails, transit, and pedestrian-friendly streets – will provide enough customers to make the businesses successful.

In May 2000 the Mill Creek City Council approved the first phase of the *Town Center Master Development Plan* for 233,000 square feet of development area divided into ten lots. The master plan includes: a specialty grocery store, two buildings with ground-floor retail and second-floor office space, three retail buildings, two restaurants, a cinema, and an office building. Public plazas also are part of the master plan.



Rita R. Robinson

Mill Creek's subarea plan provides for high-density, compact neighborhoods next to its new Town Center.



The Town Center and subarea border on North Creek and associated wetlands.

"One of the reasons the city prepared the SR 527 Corridor Subarea Plan was to complement the Town Center, and it's working," said Terry Ryan, Mayor of Mill Creek.

Mill Creek was presented with challenges and opportunities because the Town Center and SR 527 Corridor Subarea border on North Creek and its wetlands. The city planned carefully to put enough people in the subarea to make the Town Center viable, while still protecting North Creek and its wetlands.

Developers of the Town Center and residential projects have granted conservation easements to the city for protection of wetland areas and buffers along North Creek. Ownership is retained by the adjacent landowner, but no development can occur. A pedestrian-bicycle trail winds along the wetland buffer's edge. The environmental corridor includes an interpretive center for the salmon-spawning stream.

Growth Management Planning Gives Developers Certainty

Mill Creek received a \$135,000 grant from the state Growth Management Planning and Environmental Review Fund for the SR 527 Corridor Subarea Plan. The city addressed growth management and environmental requirements together in its environmental impact statement (EIS).

To carry out the subarea plan, the city prepared and adopted new comprehensive plan policies and created two new zoning districts. It also prepared a market analysis, design guidelines, and a "planned action" ordinance,

all included within the subarea plan document.

Planned actions are types of development projects, designated by the city under the authority of the State Environmental Policy Act, that have been adequately reviewed for environmental impacts before they are actually proposed. This up-front review encourages a better understanding of regional and cumulative impacts coming from the total amount of development in an area, rather than traditional project-by-project environmental review. Using planned actions reduces impacts to infrastructure and the natural environment. It also reduces the time it takes to permit projects that fit the description of the planned action.

Due to the city's coordinated planning efforts in the subarea, 774 housing units in three separate development projects have been approved. The average permitting time was four months for each major project.

Developers working with the city appreciate the greater certainty that the city's subarea planning and permitting processes offer. The first project under construction, Jefferson at Mill Creek, offers town homes along the new Main Street and flats overlooking the wetlands, a total of 488 units. Joe Giampietro, Development Manager for JPI, Pacific Northwest Region, said the importance of predictability in working with Mill Creek in the subarea cannot be overestimated. "The city had gone through the (environmental review) process. They told us what was required and said, 'Here's the rules. Here's the fee.'... It was a successful process.... It worked to our benefit."

Construction on the 118-condominium project, Wedgewood at Mill Creek, LLC (an affiliate of Lozier Homes Inc.), will begin in August 2001. Michael Levy, President of Lozier Homes Inc., said his firm participated in the subarea planning process. "We knew what the vision was."

Levy said that the subarea plan gave a set of rules specific to the area. "We followed the rules of the subarea plan. We had more assurance that we would make it through the process smoothly and quickly – without hitches."

He said that in recent years, this has been one of the speediest project approvals his firm has worked on. "We prefer to work under more defined guidelines. It's better to know up front what the requirements are. It gives more certainty.... Time is money."

Urban Growth Area Cooperative Planning

Thurston County and the Cities of Olympia, Lacey, and Tumwater

During 1970s and 1980s Thurston County experienced rapid growth and at times was among the fastest-growing counties in the nation. As rural areas near cities and towns began turning into suburbs, citizens were concerned about how new growth was occurring. New, large developments springing up did not have drainage, streetlights, and other services. Citizens worried that new neighborhoods would be unattractive and unworkable, with a mishmash of streets and sidewalks that did not match up.

When the GMA was passed in 1990, it required counties and cities to work together to plan for urban growth in county areas that would become part of cities. Thurston County and the cities of Olympia, Lacey, and Tumwater looked at ways they could use this requirement to plan cooperatively for urban growth.

Although the county and cities had worked together on setting growth areas since 1983, the GMA required they not only designate urban growth areas but also plan how the areas could be developed over the next 20 years. Under the GMA, cities were automatically urban growth areas, and some unincorporated areas could also be designated. It was understood that these urban growth areas would eventually become part of cities, but just how development should occur before then sparked significant discussion among citizens, planning commissions, and elected officials in Thurston County.

In 1992 the county and the cities of Olympia, Lacey, and Tumwater decided to develop and adopt joint comprehensive plans for urban growth areas. The plans were adopted in 1994 and 1995 and set goals and

policies for how the county and cities would plan together. They also raised densities for growth areas.

Carrying out the joint plans presented a unique set of issues and needs and involved new work groups. After deliberations, Thurston County, Olympia, Lacey, and Tumwater signed a memorandum of understanding in December 1995. It established a framework to carry out the *Comprehensive Plan for the Northern Urban Growth Areas*. In urban growth areas the county agreed to adopt city zoning regulations and road standards, and the cities agreed to accept the *Thurston County Critical Areas Ordinance and Forest Land Conversion Ordinance*. In addition, the cities agreed to provide sewer and water services to the urban growth areas.

On September 1, 1996, the Board of County Commissioners adopted the *City Urban Zoning and Regulations for Olympia, Lacey, and Tumwater Growth Areas*, the document that carried out the joint comprehensive plans. The county was responsible for administering the city zoning codes in the three urban growth areas. Staff training was provided so that accurate information could be given to citizens and the development community. The county agreed to amend development regulations for urban growth areas annually to match changes made by the cities.



Rita R. Robinson

Developer Dennis Adams, left, discusses a proposal with Linda Whitcher, Thurston County Associate Planner.



As part of the county's cooperative agreement with Olympia, Lacey, and Tumwater, the cities agreed to accept the county's critical areas ordinance.

"A high level of cooperation and commitment is required by all involved to insure that the comprehensive plan goals and policies are met and that the development regulations are equitably carried out," said Don Krupp, Director, Thurston County Development Services.

Joint Planning Under the GMA Helps New Development Match Up to Old

The urban growth areas for Olympia, Lacey, and Tumwater will eventually be annexed by the cities. By using city standards now, development will be compatible. Fewer conflicts will occur during annexations, and citizens and developers will know what type of development and standards to expect.

"It just makes sense to do it the final way the first time," said Bob Jacobs, former Olympia Mayor and Councilmember. "If the county doesn't use the city standards, then streets and sidewalks won't line up. It's simply logical. These areas are going to become part of a city. It avoids massive reconstruction."

Citizens now have fewer concerns about neighboring subdivisions lacking adequate services, such as stormwater drainage. "We received complaints that nearby subdivisions in the county didn't have enough drainage, street lights, and other services," said Jon Halvorson, former Lacey Mayor and Councilmember. "We fixed that

with joint urban growth area planning. Now the city won't have a mishmash of streets when county areas get annexed in. It will look as similar as possible. It will match."

Halvorson also sees the benefits of requiring developments in urban growth areas to be configured so that they evolve into workable urban patterns. "One day they'll become urban. If the developments are placed right, it won't interfere with urban growth at a later date."

In October 1996 Thurston County, Olympia, Lacey, and Tumwater received an award from the Washington Chapter of the American Planning Association and Planning Association of

Washington in their annual joint awards program. The award recognized their Interlocal Memorandum of Understanding on Urban Growth Area Zoning and Development Standards.

The following year they received a League of Women Voters of Washington Growth Management Award for Special Interlocal Cooperation.

Joint Planning Helps Streamline Permitting

The local requirement that development in urban growth areas use city standards is having positive benefits in Thurston County. Developers appreciate being able to get their permits from the county without having to go back and forth between two local governments to check on details.

"Thurston County takes a lead role in any interjurisdictional meetings where a developer is developing land in the county that lies in a UGA (urban growth area) that is proposing to use city utilities," said Dennis Adams, Broker for Virgil Adams Real Estate Inc. "With the county coordinating meetings for both county and city requirements, the developer doesn't have to waste time running between the two different jurisdictional offices."

CONCENTRATED URBAN GROWTH

Growth Management Goal:

*"Urban growth. Encourage development
in urban areas where adequate
public facilities and services exist or
can be provided in an efficient manner."*



PUTTING GROWTH IN CITY CENTER
REDUCES SPRAWL, DRAWS
BUSINESS, PEOPLE

City of Colville

RURAL COMMUNITY PULLS
TOGETHER TO ENHANCE
ITS DOWNTOWN

City of Newport

SUBURBAN COMMUNITY CHANGES
ITS WAYS: GROWTH IS GOING
DOWNTOWN, NOT SPREADING
OUT INTO RURAL AREAS

City of Redmond

Colville 2000 Downtown Revitalization

City of Colville

Colville is the commercial and cultural center of Stevens County, a mountainous county in the northeast corner of the state. A community of nearly 5,000, Colville is located along Highway 395 about 70 miles north of Spokane.

Highway 395, in fact, is also Colville's Main Street. More than 13,000 vehicles travel through the center of town every day. Recent growth in Colville has contributed to the congestion, as have bottlenecks and an awkward local street pattern. The community is concerned about pedestrian safety and expensive delays for commercial vehicles.

The Tri-County Regional Transportation Planning Organization estimates that Colville will experience one vehicle every 1.4 seconds and one truck every 13 seconds in the near future. If the city does not take action, Main Street will reach a level of service (LOS) of F by 2008, if the growth rate exceeds 7 percent annually. (An LOS of F is the worst in a rating system of A through F.)

In 1997 a diverse group of leaders formed a coalition, called the Colville 2000 Committee, to address Colville's traffic problems and create a vision for the future. The coalition developed a public-private partnership, called Colville 2000 Downtown Revitalization, to enhance the downtown business district. The goals are to relieve congestion and draw people and business to the downtown. Parking will be improved, and benches, crosswalks, curb extensions, decorative and safety lighting, and landscaping will be added.

Phase 1, rebuilding Wynne Street, has been completed. Phase 2, to be constructed in 2001, will improve Main Street. During Phase 3, planned for 2003, the city will construct improvements on Oak Street, a commercial collector street one block off of Main Street.

The Colville City Council is supporting the project through three sources of funding: (1) \$650,000 from a local improvement district, (2) \$350,000 in city bonds, and (3) \$850,000 from the city's utility improvement fund. The city also will contribute land worth \$1 million for the truck route right-of-way.

So far, state and federal agencies have committed nearly \$11.6 million to the project. Additional funding is being sought for the truck route. The total project cost is \$15 million.

With the project's traffic improvements, the Washington State Department of Transportation will not need to build a new arterial that would bypass the community.

Growth Management Provides Springboard for Project

Colville's GMA comprehensive plan, adopted in 1997, laid the groundwork for Colville 2000 Downtown Revitalization. The plan's Transportation Element describes the need to expand and update the transportation network that serves the city and region. Goals and policies call for improvements to transportation systems, downtown revitalization, and economic development.

Colville 2000 Downtown Revitalization is consistent with these goals and also with other transportation goals in the plan that seek to enhance the livability of the



Courtesy of Weldt, Corner & Assoc., Inc.

Improvements to Wynne Street are part of Colville's downtown revitalization project.



The downtown project will reduce traffic congestion and improve pedestrian amenities and parking.

community by providing alternative methods of transportation and minimizing noise pollution and traffic congestion.

Colville's comprehensive plan also stresses the need for a revitalized downtown. It explains how commercial and industrial development needs to occur inside the downtown core in order to restore the downtown as a pedestrian center and reduce sprawl into rural areas. One policy encourages expansion of the business district to areas other than along Highway 395, which runs north and south. Colville 2000 Downtown Revitalization is consistent with this policy and proposes to attract east-west expansion by improving arterials adjacent to Main Street and the side-street connections to them.

Townpeople envision a stronger downtown that will help Colville recruit new business. Policies of the plan give priority to maintaining a focused and attractive commercial center, building on its historic character. A broader range of goods and services will be offered with the expansion of the business district. More local jobs will be available.

Townpeople want to see Colville strengthen its role as a regional commercial center. For much of the 20th century, residents of Stevens, Ferry, and Pend Oreille counties shopped in Colville. However, during the 1980s, retailing in Colville declined along with a downturn in forestry and mining. Currently, many tri-county

consumers travel great distances, as far as Spokane, to buy retail goods that could be provided locally.

Community Cooperative Efforts Unique

Cooperation among local citizens, the county, the state, the regional transportation organization, and the tri-county economic development organization has made Colville 2000 Downtown Revitalization a very special project. "It has been a fun project," Bob Anderson, Mayor of Colville, said. "It will leave a good legacy for 20 to 35 years.

"Colville 2000 is a public-private-partnership in the biggest way," Anderson added. "Without business involvement, it would not have been as successful."

Anderson said that when street enhancements are in place and the truck route has been constructed, Downtown Colville will be more attractive, less noisy, and less dangerous for pedestrians. "It's going to be a much nicer situation," he said. "It will have a better atmosphere. People will stop and take in the downtown core."

Larry Comer, P.E., Principal Engineer for the Colville 2000 project, agrees the effort is a good example of private-public partnership. "Credit equally goes to leadership from the private sector as well as the vision of the elected officials and staff of the community," Comer, President of Welch, Comer & Associates Inc., said. "In 25 years of my career, this is the best example I have seen of a public-private partnership to achieve a common goal for the public."

Colville 2000 Downtown Revitalization received a first place 2001 Quality Achievement Award for exceptional achievement in highway construction and design from the Washington Partnership for Quality Transportation, a coalition of public and private transportation organizations focusing on improving Washington's highway system.

Downtown Revitalization Project

City of Newport

A community of 2,040, Newport is the hub of Pend Oreille County. Located along the state's border with Idaho about an hour's drive north of Spokane, Newport shared in good economic times when wood products, mining, and agriculture drove the local economy.

However, Pend Oreille County recently has been one of the most economically disadvantaged counties in the state. In Newport, sidewalks – if they existed – were broken and worn. Pockmarked streets were dark and uninviting after sunset. Businesses were closing their doors and moving on.

Then, just as things looked bleakest, the community pulled together and got to work. The Washington State Department of Transportation (WSDOT) advised the city it was planning to build a highway couplet (a pair of one-way streets) through the city. Newport proposed that instead of only building the couplet, they work in partnership to completely rebuild and revitalize the city.

WSDOT agreed to commit \$830,000 to rebuild SR 2's existing downtown section. Business owners showed their commitment to the project by approving a local improvement district that raised \$500,000. The city pursued and was awarded five federal, state, or local grants, totaling \$2,255,000. The city provided another \$120,000. Construction began in April 1998 and was completed in September 1998.

Growth Management Plan Lays Groundwork for Downtown Revitalization

The *City of Newport Comprehensive Plan*, adopted in 1996, recognizes the need to concentrate urban growth in areas where existing facilities either have adequate capacity or can be expanded.

City policies include:

- Prohibit development

where adequate facilities are not available.

- Encourage infill housing where infrastructure is already available and major employment centers and public services are convenient.
- Work with the county to develop compatible land use policies, procedures, and standards for planning and improving public facilities within the urban growth area.

By basing its downtown revitalization project on the city's comprehensive plan, Newport's downtown can attract more commercial development and housing.

The city also recognized in its comprehensive plan that improvements were needed to its transportation system. Before Newport's downtown enhancement project, the city had no standards for streets or sidewalks. Some areas lacked sidewalks, and certain intersections were unsafe. For SR 2 within the city, the city faced serious deficiencies.

The city upgraded downtown streets and sidewalks, coordinating with the state and the regional organization on transportation planning, as required under the GMA. Residents of Newport also played a big role in the effort, their active participation easily meeting GMA requirements for citizen participation.



Courtesy of the City of Newport

Newport's GMA comprehensive plan called for improvements to its downtown streets and sidewalks.



Newport, business owners, WSDOT, and citizens worked together to revitalize the downtown.

Cooperation Abounds as Project Begins

Many groups and individuals came together to make Newport's downtown revitalization a success. Citizens, contractors, subcontractors, WSDOT, and the City of Newport worked as a team in designing and creating the changes to the downtown. The city, WSDOT, contractors, and subcontractors met every Monday to discuss the week's activities and how they would work with others.

At regularly scheduled public meetings, citizens selected which streets would be renovated first, how traffic would flow, what types of streetlights they wanted, and where bike paths, accessibility ramps, and flagpoles would be located along each block of the city.

Now an attractive downtown is drawing new business to the area. People are shopping in downtown Newport again and, with the downtown revitalization, jobs have been created.

The state Transportation Commission recognized the City of Newport for its leadership and teamwork on the project.

Newport Celebrates Its New Look, Gets Ready for New Projects

In an effort to thank people for their support and cooperation throughout the project, the city hosted a celebration. On a sunny Saturday in the fall of 1998, the

mayor cut a wide, red ribbon stretched across one of the splendid new streets near the drugstore. She and the guests then walked behind a band and marched four blocks down the new sidewalks to city hall.

"We all dressed in turn-of-the-century clothing to commemorate our new look," said Delphine Palmer, Newport City Administrator. "We then served up a picnic lunch for over 1,200 people complete with hot dogs, potato salad, cotton candy, and ice cream. All the businesses held sidewalk sales."

Sprucing up the downtown is invigorating the citizens of Newport. "We feel this project is our stepping stone to a brighter future and the beginning of the development of other projects for our town," said Palmer.

Downtown Plan

City of Redmond

It is surprising that in Redmond, once a textbook example of suburban sprawl, you can enjoy a stroll through tree-lined streets in its emerging downtown. You can shop in boutiques and your favorite department store, see the latest movie, meet friends at a trendy restaurant, find an attractive apartment or condo to live in, or even work downtown.

Redmond, through its 1993 Downtown Plan, is transforming an auto-oriented collection of strip malls into a one-square mile downtown with a strong sense of place.

One innovative project is LionsGate, a 200-unit, mixed-use residential project with two restaurants and 22 “live-work” units (ground-floor offices with a living space above).

Another award-winning project is Town Center, a new mixed-use shopping district adjacent to the historic downtown core, with offices, residences, and a hotel. Much of the shopping area is designed along a “main street” pattern, with sidewalks, benches, awnings, on-street parking, and streets aligned to connect to the historic grid in old Redmond.



Courtesy of Macerich Co.

Redmond's Downtown Plan encourages redevelopment of the existing downtown, rather than spreading out into rural areas.

Other important projects are:

- Two new, mixed-use residential projects by Trammel Crow Residential.
- A new elementary school in the older residential section of downtown.
- Conversion of the historic school into a community center.
- A new school district administration building in the Town Center shopping district.
- A mixed-use, transitional (homeless) housing project.
- A skateboard park with a hip-hop art wall that attracts people of all ages.

“These public and private projects demonstrate that people are responding well to the local vision of downtown as a ‘people place,’” said Roberta Lewandowski, Redmond Planning Director.

Growth Management Plays Important Role in Creating Redmond's New Look

The Redmond comprehensive plan designates the downtown as an urban center under the county-wide planning policies. This designation is consistent with the “centers approach” in Vision 2020, the regional plan for Central Puget Sound. The Downtown Plan emphasizes high densities that support efficient transit service: with more people living downtown, more transit routes at cheaper prices can be offered. The plan sets out a zoning pattern that will allow the downtown to accommodate a significant share of the city's future employment and residential growth.

The Downtown Plan and actual projects are consistent with the GMA's call for efficient, compact development patterns in urban areas. The plan encourages redevelopment of the existing downtown, rather than spreading out to the rural areas surrounding Redmond.

The Downtown Plan also adds more variety in housing types; people can live near where they work, reducing the need for travel. It will eventually lead to a concentration of jobs and housing that supports better transit service.

Vision, Flexibility Help Create Workable Downtown

The most important factor leading to success of the Downtown Plan is strong agreement on a community vision. Also important is the flexibility built into the plan:



The city's Town Center is a pleasant community gathering place.

- Mixed use can locate almost anywhere downtown but is not required anywhere.
- Most subdistricts are regulated by design rather than by land use type.
- Density in most areas is regulated by floor area ratios (FARs) rather than by units per acre. (A FAR is the ratio of the amount of floor area permitted on a lot divided by the size of the lot.) This allows and encourages smaller housing units.
- Design standards may be administratively altered, if the Redmond Design Review Board concludes that the project conforms to the vision.

Establishing an urban growth area completely separate from the surrounding rural area made it easier for developers to take a risk on something innovative. Knowing that competing shopping centers could not spring up on cheaper land in the rural area made developers and their lenders more willing to try a new approach (the main street pattern), according to Town Center developers.

Citizens and local businesses were involved extensively in the initial visioning (1988), in transforming the vision into specific policies and regulations under the GMA (1992-93), and more recently, in revisiting and reconfirming the vision (1999-2000).

"Based on citizen comments at local meetings on the planning progress, as well as the boards and commissions, a strong majority support the general approach and like what they see downtown," said Lewandowski. "Town Center has turned into a pleasant community gathering place, where people can shop, eat, or just hang around. Residents that I've talked to say they love having local shopping in a walkable format, and I see people on the main plaza even at 10 p.m. on rainy nights. The late night book store, theaters, and hotel keep it an active place, and the activity level will improve when the housing is added."

Developers Say Redmond Is on the Right Track

Redmond is creating an exciting urban area that will make its mark as an exceptional city, according to developers who have worked on projects in the city.

"The Town Center created a lot of public outdoor gathering spaces," said Randy Kyte, former Project Lead for Winmar Co. Inc. (developer of the Redmond Town Center) and now with Langly Properties. "It has become the focal point for the downtown and is the center of downtown activity."

Kyte applauds the city's planning efforts. "The city did a lot of things right with their Downtown Plan. And the marketplace, after eight to ten years, is responding in a very positive way."

Clyde Holland, former West Coast Group Managing Partner for Trammel Crow Residential, thinks the City of Redmond was smart to develop a plan that encourages higher-density, pedestrian-friendly residential development in their downtown. "That is absolutely what they need to do. I think Redmond is going to be an exceptional city, long term. They have a vision today that will help the city continue evolving into a special place."

Trammel Crow Residential developed three projects under Redmond's Downtown Plan: ParcSquare, a 124-unit mixed-use residential project; LionsGate, a 200-unit project that includes live-work units; and Avignon, a 272-unit townhouse project.

Holland said the city was good to work with during the permitting process. It revised existing regulations and codes to meet requirements for new urban, mixed-use communities. "They did a good job at it."

HOUSING]

Growth Management Goal:

"Housing. Encourage the availability of affordable housing to all economic segments of the population of this state, promote a variety of residential densities and housing types, and encourage preservation of existing housing stock."



ATTRACTIVE, DENSE HOUSING
PROJECTS FIT IN WITH
NEIGHBORHOODS

Three Housing Projects in the City of Seattle

WALKABLE NEIGHBORHOOD
OFFERS PLACES TO LIVE,
WORK, AND PLAY

City of Sumner

Miller Mews, The 5430 California Avenue S.W. Project, and Ravenna Cottages

Three Housing Projects in the City of Seattle

When Seattle began its growth management planning in the early 1990s, the giant among Washington cities was struggling with its destiny. Smaller families were living in bigger houses. Land was in short supply. Housing prices were climbing beyond reach. The big question was, How could the Emerald City reinvent itself and maintain the city character that Seattleites so cherish?

Through GMA discussions, city leaders and residents opted to promote densities and mix different kinds of uses that support walking and public transportation. High-density areas within the city, called urban centers and urban villages, would concentrate development in areas with public resources, amenities, and transportation services.

Accepting greater housing density within city limits is a primary goal of Seattle's GMA comprehensive plan. During the first five years of the comprehensive plan, 8,200 net new units were developed, slightly ahead of predictions under the plan. More than 70 percent of the units are in urban centers and urban villages.

The City of Seattle knows that increased density can succeed only with new housing projects that are sensitive to neighborhood needs. Seattle's design review and housing demonstration programs were created to foster housing that will be supported by the community.

Seattle has eight volunteer, neighborhood design review boards. Board members represent development interests, the design profession, local business, and residents. In 1998 the city's Design Review Program was awarded the Honor Award for Excellence in Planning by the Washington Chapter of the American Planning Association and the Planning Association of Washington in their annual joint awards program.

Seattle's Housing Demonstration Program examines and allows housing options not currently in the city's Land Use Code. Working with neighborhood groups and neighborhood design review boards, the program has approved a variety of innovative projects. Design ideas for increasing housing density are being tested to find designs that the community will support.

The three projects featured here were chosen from among many exciting new housing developments in

Seattle. They show successful housing that expands housing options and contributes to the surrounding neighborhood.

Miller Mews

Miller Mews illustrates the benefits of the designer working with the local neighborhood design review board to develop housing that uses different design techniques to achieve the highest density allowed.

"I want to congratulate the City of Seattle on its design review process," said Marty Liebowitz, architect with the Madrona Company. "Our project, an eight-unit, zero-lot-line townhouse cluster, could not have been built without the numerous design departures granted by the (neighborhood) design review board. It was a privilege working with the board. The process went smoothly, and I feel the outcome was a win-win for all players involved."



Courtesy of the City of Seattle

Miller Mews complements the neighborhood, its approach the result of discussions between the neighborhood design review board and developer.



The popular 5430 California Avenue S.W. project retains the look of the neighborhood, including saving an attractive older building.

The 5430 California Avenue S.W. Project

This mixed-use project, which includes housing, has the highest density allowed in the area and retains an attractive older house on the property. The neighborhood design review board in West Seattle thought the project supported its neighborhood in appearance, accessibility, and functionality.

“As both the architect and developer for this project, we wanted to show that higher density can be achieved without sacrificing the character and charm of Seattle’s neighborhoods,” said Kit Newman, Project Manager, Kennen-Meyer Architecture. “Seattle’s neighborhood design review process was very valuable in achieving that goal by giving us a forum to enter into a dialogue with the neighborhood residents. When they saw that we were saving a much-beloved old house and incorporating it into our new complex of buildings, they were behind it 100 percent. Since the project has been

completed, we have had nothing but positive reviews from the neighborhood. Density works if you think ‘outside the box.’”

Ravenna Cottages

Ravenna Cottages provides six cottages and three carriage houses over a garage. It is located on a site where current zoning allows three large, single-family residences. Ravenna Cottages is an outstanding project developed under Seattle’s Housing Demonstration Program.

“New and innovative housing designs or the reintroduction of older housing forms are impossible to discuss in the abstract,” said John Kucher, Executive Director of Threshold Housing, the nonprofit organization that developed the project. “The Housing Demonstration Program provides the opportunity to build and test these designs and helps other neighborhoods visualize how higher-density, neighbor-friendly housing might work.”



Ravenna Cottages tests an innovative approach that adds density to a neighborhood.

The Daffodil Neighborhood

City of Sumner

Sumner's Daffodil Neighborhood looks like a photo from the latest planning textbook.

Groups of neat white houses nestle together along a traditional street grid pattern. People relax on front-porch swings, greeting their neighbors as they walk by. No cars are visible in the front yards. In the Daffodil Neighborhood, garages are behind the homes, easily accessible by alleys, like you would find in many older neighborhoods.

A large park in the center of the neighborhood, with soccer and baseball fields, provides a green space for the community. Residents of the neighborhood often gather here for picnics on warm, summer evenings.

Here and there you will find a three-story building with offices at the ground level and apartments above. A school and church also are part of the community.

In the Daffodil Neighborhood, you can walk to work and stop by the school on your way home to accompany your daughter to a soccer game.

This community is called a neotraditional neighborhood. It features "traditional neighborhood development," a design philosophy intended to create a strong sense of community by incorporating features of traditional small towns.

While the Daffodil Neighborhood could grace the pages of a new planning textbook, it is also likely that you would find it in a planning text of days gone by.

A vacant area in 1991, the Daffodil Neighborhood was developed under the City of Sumner's guidelines and regulations that promote pedestrian-oriented and neotraditional design. The city is carrying out its vision for neotraditional housing mixed with commercial, multifamily, and institutional uses in the Daffodil Neighborhood by coordinating the projects of different developers and property owners. This is important to the city because

development often occurs with separate property owners developing parcel by parcel.

These developments and facilities make up the unique Daffodil Neighborhood:

- With 60 homes on 15 acres, Sumner Farms was the first neotraditional project in Sumner. Developed by Boston Harbor Land Company in 1997-98, the project's walkable network of traditional streets, sidewalks, and alleys are the heart of neotraditional design.
- A multifamily, mixed-use project completed in 1998 by Investco, Washington Court's wide variety of housing types – 42 neotraditional cottage units, 8 live-work units, and 8 units in a mixed-use building – reflects the changing housing needs of today's urban dwellers. Washington Professional Center, a complex of medical offices built in 1999-2000, adds important services nearby and job opportunities for neighboring residents.
- A 49,000 square-foot building constructed in 1999, the Daffodil Elementary School complements the neighborhood with its pedestrian-friendly design. Built on 6.5 acres, it shares a recreation area with the Daffodil Sports Complex.
- Built by volunteers in 1999 with private donations, the Daffodil Sports Complex draws crowds



Courtesy of the City of Sumner

Washington Court offers cottages, live-work units, and offices.



New homes in the Daffodil Neighborhood match older homes in the city with front porches and alleys in the back.

throughout the year to its two soccer fields, three baseball fields, volleyball court, and basketball court. The Sumner Rotary Club is the primary sponsor of the development.

- A 13,000 square-foot facility on 12.61 acres, St. Andrew's Catholic Church seats 840 patrons. It was built in 1999.
- A single-family subdivision scheduled to break ground in 2001, Mountain View will add 37 homes to the Daffodil Neighborhood. On 7.6 acres, the homes reflect neotraditional design with 16-foot alleys.

Community Articulates Vision in Its GMA Comprehensive Plan

The Daffodil Neighborhood carries out GMA goals for compact urban development, sprawl reduction, and a variety of residential densities and housing types. It is a compact neighborhood in a newly developed area with open space, parks, mixed uses, and a pedestrian-oriented design. The neighborhood was developed specifically to achieve Sumner's GMA comprehensive plan policies and meet the city's new development regulations and design guidelines.

The GMA provided the incentive for Sumner to discuss its vision for the future and how to accomplish it. "The community has remained strongly behind that vision, and this neighborhood was the first example of how to do it," said Leonard Bauer, Sumner's Community Development Director.

"The Daffodil Neighborhood is successful because the community's vision was well articulated in its

comprehensive plan and design guidelines," said Bauer. "Also, developers and builders are willing to buy into that vision and recognize that it will work in the marketplace."

New Development Matches Older Neighborhoods, Softens Density

Sumner is very supportive of the Daffodil Neighborhood. Barbara Skinner, Mayor of Sumner, said that the city takes great pride new development can occur in a way which is compatible with the historic, traditional development pattern in the city.

"The Daffodil Neighborhood matches the older part of the community, which is the old traditional housing style with alleys in the back," said Skinner. "I think that people feel that it is an expansion of the community that doesn't change the look of the community. It is an updated version of our old neighborhoods."

Dave Prutzman, President of Boston Harbor Land Company, said that City of Sumner staff approached him about building homes with a neotraditional design, and he was interested.

"I was the first one to use the neotraditional design in the Daffodil Neighborhood," said Prutzman. "I was the guinea pig."

Prutzman added that Sumner is one of the few communities which has been able to put ordinances into effect that allow this type of development. "They have made it a comparatively easy land use planning component," he said.

Prutzman said that neotraditional design improves the streetscape. "All of the pictures about streetscape are true.... Neotraditional softens density. That is what makes it work in the marketplace."

The Daffodil Neighborhood was recognized with a Vision 2020 award from the Puget Sound Regional Council in 1999.

ECONOMIC DEVELOPMENT

Growth Management Goal:

“Economic Development. Encourage economic development throughout the state that is consistent with adopted comprehensive plans, promote economic opportunity for all citizens of this state, especially for unemployed and for disadvantaged persons, and encourage growth in areas experiencing insufficient economic growth, all within the capacities of the state’s natural resources, public services, and public facilities.”



NEW, UPDATED SERVICES HELP
COMMUNITY DIVERSIFY ITS
ECONOMIC BASE

City of Cheney

UP-FRONT ENVIRONMENTAL
REVIEW CUTS PERMIT TIME,
ENCOURAGES ECONOMIC
DEVELOPMENT

City of Everett

Capital Facilities Planning

City of Cheney

Cheney's claim to fame is Eastern Washington University. The university is the prominent feature of Cheney, a community of 8,715, located among farmlands about a 20-minute drive southwest of Spokane.

When the GMA was looming on the horizon, city leaders wanted to take a look at how their community could prosper in coming years and broaden its economic base by attracting new industries. Even though Spokane County was not required to plan under the GMA until July 1, 1993, Cheney anticipated in 1991 that sooner or later GMA planning would be required. With sooner rather than later in mind, the city's Department of Community Development began updating Cheney's 1985 comprehensive plan using the GMA format, with economic development as an added element of the plan.

Taking advantage of its position as a regional center providing higher education, health care, shopping, and recreation, the city built its economic development strategy by identifying its weaknesses and strengths.

The city analyzed its shortcomings, taking advantage of regional GMA-related planning activities. Those activities included the Spokane County Inter-jurisdictional SEPA/GMA Integration Program (geographic information system development); Phased Environmental Review for Interim Urban Growth Areas; and a Land Capacity Analysis – all funded by the Washington State Office of Community Development.

The tools offered through these activities helped the city to analyze its needs for commercial and industrial lands and identify present and needed capacity for water and sewer.

Cheney decided to use the Capital Facilities Element in its GMA comprehensive plan as a way to coordinate its physical and fiscal planning. Capital facilities planning requires cities to prioritize capital improvements that can be budgeted for realistically.

Dependable revenue sources need to equal or exceed anticipated costs.

With capital facilities planning, Cheney can take advantage of economic opportunities available to small cities located near a large urban metropolitan area. It can attract industry wanting to take advantage of rural lifestyles and amenities.

By having the Capital Facilities Element as an essential part of the comprehensive plan, Cheney made itself eligible to receive specific grants and loans to:

- Construct a state-of-the-art sewage treatment plant, capable of treating the effluent from certain types of industries, with enough capacity for both residential and industrial growth.
- Realign and construct adequate roadways to allow traffic to move freely to and from industrial sites.
- Plan for additional parks throughout the community. These facilities help recruit industries because employers know their employees want these types of amenities.
- Work with the school district and the university to insure that they continue to provide high-level technological learning opportunities that will produce an educated pool of potential employees.



Courtesy of the City of Cheney

A new sewage treatment plant is among capital improvements attracting new business to Cheney.



Haakon Industries is one of new businesses recently locating in Cheney.

GMA Planning Brings 900 Jobs to Cheney

In Cheney, GMA capital facilities planning and economic development are being used together to help achieve the city's 20-year vision for the future. Anticipating growth and providing capacity through GMA planning has enabled Cheney to bring more than 900 new jobs to the community.

Examples of industries that have recently located in Cheney are:

- Xⁿ Technologies Inc. – Specialized electronic equipment; 105 jobs; new building.
- Wilcox Family Farms – Milk processing; 30 plus jobs; new plant.
- Haakon Industries – Air handling equipment; 60 plus jobs; new building.
- Honeywell Inc. – Manufacture of electronic computer components; 50 jobs; remodeled building.
- Paul E. Eyraud Co. – Bakeware; 20 plus jobs; converted existing building.

Cheney's GMA Plan Is Working

Economic development is important to Cheney's leaders and residents, as expressed in the city's economic development goal: "Create commercial and industrial development, which will be environmentally appropriate, as a means to increase the tax base and to provide new, quality jobs in the community."

The *City of Cheney Comprehensive Plan* also states:

"A community with a broad spectrum of jobs from many different sectors will be better prepared to weather economic cycles. If the economic base is narrowly placed on one segment of the economy, the community will be severely impacted when economic downturns strike that

particular section. Cheney must strive to diversify the economy and tax base within the city."

Through GMA planning for economic development and capital facilities planning, the City of Cheney is attracting new industries. "The enactment of the GMA has compelled Cheney to act in a strategic fashion to garner infrastructure improvement," said Paul Schmidt, Cheney's City Administrator. These improvements are helping attract new industries to Cheney.



Cheney is using GMA capital facilities planning to bring new industries, such as this manufacturer of computer components, to the city.

Southwest Everett Subarea Plan and Planned Action Ordinance

City of Everett

After Everett adopted its GMA comprehensive plan in 1994, city leaders turned their attention to what further work needed to be done in different parts of the city. They decided to begin with southwest Everett, a 4,000-acre industrial site with between 1,000 and 2,000 acres of industrial land remaining to be developed. Businesses such as The Boeing Company, Fluke Corporation, and Intermec were already located in the subarea. Paine Field, a nearby airport located in Snohomish County, was also to be part of the industrial site study.

City leaders and the community debated what would be the best way to carry out the plan's economic development goals and policies and protect and enhance environmentally sensitive areas, such as wetlands, streams, and steep slopes.

Should Everett continue to review permit applications in the usual way, with each proposed project preparing a separate environmental review or environmental impact statement (EIS) under the State Environmental Policy Act (SEPA)? Or should the city try a new approach, studying the environmental impacts of the industrial area as a whole? Would a new state law, allowing for this up-front environmental review, be worth trying?

City leaders decided to do a subarea plan for the industrial site and develop a planned action ordinance. Amendments to the GMA in 1995 authorized planned action ordinances as part of regulatory reform related to growth management and environmental laws. Everett was the first local government in the state to adopt a planned action ordinance.

In March 1997 the Southwest Everett Subarea Plan and a planned action ordinance were adopted as an amendment to the city's GMA comprehensive plan. Adoption followed almost two years of planning and environmental review under SEPA and cost about \$600,000. Funding was provided by the City of

Everett, Snohomish County, private businesses, and the Washington State Office of Community Development's Growth Management Program through a SEPA/GMA Integration Grant.

Work on the subarea plan was reviewed by consultants, staff, a management team, a technical review committee, and a citizens' advisory committee. Made up of property owners and representatives from neighborhood and environmental groups, the advisory committee met often to review the document. Because of broad public outreach before adoption, no one spoke against the subarea plan at public hearings.

The Southwest Everett Subarea Plan received two previous awards: a Growth Management Award from the League of Women Voters of Washington and an Honor Award from the Washington Chapter of the American Planning Association and the Planning Association of Washington in their annual joint awards program.

Developers, Environment, and Public Gain from Area-Wide Planning

The Everett subarea plan and planned action ordinance are beneficial for developers, the environment, and the public. Developers know up front what can be built and the cost of building and mitigating impacts before they invest in a project. Also, the permit review



Jan Messon

Solelectron Corporation, a circuit board assembly firm, is the first project to receive a permit in the Southwest Everett Subarea.



Food Services of America, a wholesale food distributor, is among other facilities built in the subarea.

time is significantly reduced for projects that qualify as planned actions.

Environmental protection will benefit from the study of the entire subarea. Critical areas are protected on a larger, system-wide scale, offering greater protection than is possible through separate site reviews. Mitigation measures are more successful because they are planned on a larger, system-wide scale. The public benefits by having a clearer idea of what to expect in future development and how mitigation measures will be applied to environmental impacts within the subarea.

Since the subarea plan was adopted, about 25 projects have been reviewed. Of those, only two fell outside the scope of the environmental review completed for the subarea plan and required additional SEPA review.

Projects approved as planned actions range from large ones – such as Solectron’s manufacturing facility, King Extrusions’ biotechnology research plant, Food Services of America’s distribution facility, and a church/school complex – to smaller ones, including a parking lot and above-ground tanks.

Developers Applaud Reduced Permit Time

Developers appreciate the accelerated permit review that the Southwest Everett Subarea Plan offers. “The process used to develop the subarea plan was collaborative and coordinated, and the expedited permitting process is simple and responsive,” said Dirk Fieldcamp, Civil Interface Manager, North Region, for The Boeing Company.

“Now every property owner knows up front what the limitations are, and they know they will not have to spend money hiring consultants to redo what has already been done,” said Clay Bush, former Corporate Facilities Manager with the Fluke Corporation and member of the project management team.

ENVIRONMENT]

Growth Management Goal:

*"Environment. Protect the environment
and enhance the state's high quality of life,
including air and water quality,
and the availability of water."*



[ENVIRONMENTAL CLEAN UP
UNDERWAY IN WATERFRONT AREA
City of Tacoma

Thea Foss Waterway

City of Tacoma

In the early 1900s Tacoma's tidelands were filled to create land for the growing businesses and industries that eventually lined its shores. The area – the city's downtown waterfront – became the hub of industry and maritime activities, including shipbuilding, flour milling, warehousing, lumber mills, and petroleum processing industries.

From the 1900s to the 1960s the waterfront grew with many industries occupying the shores. However, as growth escalated, the filled land area was no longer large enough. Established companies moved north to Port of Tacoma property or moved to other locations. They left behind largely vacant areas or unoccupied, deteriorating buildings. They also left soil and sediment contamination.

In 1981 the area, called the Thea Foss Waterway, was included as a part of the Commencement Bay/Nearshore Tideflats Superfund area. The Thea Foss Waterway's upland sites are subject to state clean-up requirements, while the waterway and the sediments are subject to federal requirements. The costs of clean up, liability issues, and uncertainties made this waterfront almost impossible for redevelopment, and it sat idle for more than 20 years.

The Thea Foss Waterway is a 1.5-mile long waterway that has been a focal point of the community for many years. Over the last ten years, the City of Tacoma has worked to bring together public and private sectors to address community-wide growth and environmental issues to enhance the quality of the community. The redevelopment of the Thea Foss Waterway is one of the issues being addressed.

In 1991 the city purchased 27 acres of contaminated land on the waterway. In following years, the city acquired more property until most of the westside and 20 percent of the eastside, totaling about 42 acres, were owned by the city.

The city purchased the land to hasten clean up and bring focus to recapturing the valuable waterfront. It determined that environmental regulations, liability issues, and clean-up costs were too onerous for private developers to address alone.

"We had to provide leadership to clean up our Foss Waterway properties," said Mike Crowley, Mayor of Tacoma. "It was important to the economic health of our community."

Waterway Plan Combines SEPA/GMA Requirements

With the City of Tacoma as the property owner, the city needed to prepare a vision and a GMA-consistent plan for the waterway. The city initiated two community involvement efforts to help envision the waterway's future and pull together two plans vital for the waterway's redevelopment: a programmatic environmental impact statement (EIS) and a land use plan that would be consistent with the GMA. A programmatic EIS is an EIS prepared under the State Environmental Policy Act (SEPA) on policies, plans, or programs, rather than one on a proposed project.

The environmental analysis of the plan was a pilot effort to demonstrate how the requirements of SEPA, the GMA, and the Shoreline Management Act could be combined at the planning stage. The result is streamlined environmental review and permitting. To the extent possible, the programmatic EIS evaluated impacts on an



Eldon Marshall

Tacoma owns properties along the Thea Foss Waterway and is facilitating clean up and redevelopment in the area.



The city is using growth management principles in its planning for the waterway.

area-wide basis. This has dramatically reduced, and in some instances, eliminated the need for additional environmental review of proposed projects.

The City of Tacoma received a SEPA/GMA integration grant of \$250,000 from the Growth Management Program at the Washington State Office of Community Development to assist the Thea Foss Waterway project.

“Make a Place for Yourself on The Foss” was the slogan for community workshops and focus groups that took place with diverse stakeholders. At a temporary drop-in center, people could view photos, maps, and a model of the waterfront and add their ideas to a “comment wall.”

The resulting plan called for a medium- to high-density, mixed-use area with residential, retail, and office uses. The key concept was to recapture the area for concentrated development adjacent to the city’s downtown core. The redevelopment concept shows areas along the water’s edge for public access and parks. Elements of the design include a wide shoreline promenade, public piers, landscaping, and transient moorage slips for boaters. Other improvements included a civic plaza for open-air concerts.

As part of its continuing redevelopment efforts, the city applied to be a brownfield pilot project with the Environmental Protection Agency. (A brownfield is an abandoned industrial site likely to have ground pollution that is a deterrent to redevelopment.) A designation was received in 1995. The pilot project established the Thea

Foss Waterway Development Authority to market brown-field sites.

Thea Foss Redevelopment Beginning; Up-Front Analysis Leading to Faster Permitting

The GMA planning process created a balanced redevelopment vision that the Thea Foss Waterway Development Authority is striving to achieve. So far, five sites have been marketed and have developers. The Museum of Glass project has broken ground and construction is underway. A group called Team Tacoma successfully bid to develop a mixed-use project on three sites along the waterway. Heritage Group will rehabilitate Albers Mill for a mixed-use development. And Gateway Marine will rehabilitate an existing marina and develop a mixed-use project on the uplands.

“Thea Foss Waterway is starting a second life,” said Kevin Phelps, Deputy Mayor of Tacoma. “Once it was the home to industry. Now it will be home to museums, restaurants, shops, and more.”

The City of Tacoma was able to use growth management and SEPA principles to develop a new plan for the waterway. The principles provided a redevelopment guide to help fashion a new image and a new role for the waterway in the community. Through SEPA/GMA integration, the city created a vision and found a balance between environmental considerations and growth that reflected community desires.

OPEN SPACE AND RECREATION

Growth Management Goal:

"Open space and recreation. Encourage the retention of open space and development of recreational opportunities, conserve fish and wildlife habitat, increase access to natural resource lands and water, and develop parks."



TRAIL PROVIDES DELIGHTFUL
SPACES FOR RECREATION,
ANOTHER WAY TO GET TO WORK
Apple Capital Recreation Loop Trail

GREENWAY ENHANCES COMMUNITY
LIFE BY OFFERING
RECREATIONAL OPPORTUNITIES,
NATURAL WONDERS
Yakima Greenway Foundation

Apple Capital Recreation Loop Trail

Riverfront Trail System in Chelan and Douglas Counties

At about ten miles in length, the Apple Capital Recreation Loop Trail winds through the Wenatchee Valley's shoreline parks and natural areas. The trail system traverses remote natural areas and a variety of scenic parks. Several nature trails and other paved trails begin at the loop trail. The main trail is paved to a width of about ten feet and is largely handicap accessible. Restrooms and other amenities are dispersed along the trail corridor, and many commercial services are in close proximity within the urban areas of Wenatchee and East Wenatchee.

The trail is open year-round, and the west side of it is lighted for night use. There are boat launch, field sports, interpretive, and camping facilities on the trail route.

Key participants in developing the loop trail were the Chelan County Public Utility District, Chelan County, Douglas County, the cities of Wenatchee and East Wenatchee, the Washington State Department of Transportation, the Washington Parks and Recreation Commission, the Greater Wenatchee Reclamation District, and the Complete the Loop Coalition.

Critical grant funding came from the Interagency Committee for Outdoor Recreation, Department of Natural Resources Aquatic Lands Enhancement Account, and Intermodal Surface Transportation Efficiency Act (ISTEA). Extensive local public and private contributions provided the necessary local matching funds.

The loop trail is operated by a coalition of government organizations, with an advisory board of community representatives.

GMA Moves Trail 'Up the List' of Community Priorities

The idea of shoreline trails had surfaced in comprehensive plans dating back to the early 1970s. It was important to the success of the project that it had

been, and continued to appear, in local comprehensive plans. As plans were updated under the GMA, the many values of trails became even more apparent, and they tended to move up the list of community priorities. It made good sense for local public agencies to carry out the project.

The GMA provided a timely catalyst for local governments and citizens to think about, plan for, and actively participate in shaping the future of the riverfront – and to consider its connection to transportation and recreation in the Wenatchee Valley. The GMA emphasis on alternative methods of transportation and transportation enhancements coincided with the federal ISTEA mandate, which allowed for additional sources of significant trail funding.

The loop trail carries out five GMA goals:

- **Transportation.** The trail offers a viable method of transportation. Many people commute across the Columbia River or north and south by this route.
- **Open space and recreation.** The trail and park system is one the urban area's greatest recreational opportunities. It provides access to the water and a vast array of recreational and park opportunities.
- **Environment.** The trail provides opportunities for more people to enjoy and appreciate the shorelines by providing public access and interpretive environmental signs along the river.



Tom Williams

Wenatchee Valley residents use the loop trail as an alternative transportation route.



Thousands of people enjoy the recreational opportunities offered by the loop trail.

- Economic development. Many businesses have located along the trail, bike stores have increased sales, and the tourism industry is booming. The trail has become an important draw in economic development/business recruitment efforts.
- Historic preservation. The riverfront is a significant part of the community's history. The Columbia River Bridge, constructed in 1908, was the first automobile bridge built across the Columbia River. It now serves as a key non-motorized linkage, carrying bicycles, pedestrians, and irrigation water between Wenatchee and East Wenatchee. From the trail system there are many opportunities for historic interpretation of Native American archaeological sites, diverse geologic histories, and the emergence of Wenatchee as a Central Washington trade center.

Wenatchee Valley Comes Alive With New Focus on River

The Apple Capital Recreation Loop Trail is an important part of the Wenatchee and East Wenatchee areas. "When the trail system was completed, the Wenatchee Valley came alive with a new focus and appreciation for the river," said Jennifer Olsen Fielder, a Recreation Planner with Silverline Projects Inc., and a long-time supporter of the loop trail. "The valley, once divided by the mighty Columbia River, became united."

"The loop trail brings the two communities together in a method that does not include motorized vehicles," said the Late Esther Stefaniw, Chelan County Commissioner. "It has given the area a whole new perspective. The trail is an incredible effort."

Accomplishing the entire loop trail project required a comprehensive effort of many agencies, citizens, and community leaders over several years time. Having the shared GMA framework made coordinated action possible. Grassroots support and enthusiasm were critical to the success of the project. Agency funding and leadership were paramount as well.

An estimated 250,000 annual visitors enjoy the Apple Capital Recreation Loop Trail for recreation and non-motorized transportation. The trail has become a popular hub for community recreation, bicycling and walking, economic development, and natural resource appreciation. It has stimulated significant outdoor recreation and fitness activities.

Citizens Lead Effort to Complete the Trail

Two key citizens, Robert Parlette and Dr. Gordon Congdon, successfully urged state and local government to include bicycle and pedestrian routes across the Columbia River on area bridges in the 1970s. Unacquainted at the time, Parlette and Congdon would later team up to form the Complete the Loop Coalition. It was this local volunteer group that spearheaded the effort to "complete the loop" in the early 1990s.

The Complete the Loop Coalition enlisted the support of more than 900 contributors and volunteers and generated widespread enthusiasm for the loop trail idea. The grass roots support for the project garnered endorsements from numerous organizations and public agencies. The citizen committee's fund-raising effort provided more than \$250,000 in local funds to match state and federal grants. And it was citizen involvement that spurred local government to prioritize the trail system in updated GMA comprehensive plans.

Yakima Greenway

Yakima Greenway Foundation

The Yakima Greenway is a trail system that links to other open spaces including parks, nature reserves, cultural features, and historic sites. It offers ten miles of paved trails, parks, playgrounds, fishing ponds, and nature trails along the Yakima and Naches rivers.

When local governments in Yakima County began their work under the GMA, they realized what a valuable resource the greenway was in helping meet the requirements of the act. In addition, it served as a model during discussions about 20-year plans for the future. The comment was often heard, “You mean, we can do it like the greenway.”

Growth Management Plans Offer Ways to Preserve Valued Open Space and Protect Critical Areas of Trail System

The 1997 *Yakima Urban Area Comprehensive Plan* adopted by reference the *Yakima Greenway Master Plan Update, 1995*. By this action, the Yakima City Council and Yakima County ensured that the Yakima Greenway will be preserved as the surrounding Yakima urban area is developed.

The greenway meets local planning goals in numerous ways:

- GMA comprehensive plans for Yakima County and the City of Yakima call for the retention of open space and the development of recreational opportunities. The Yakima Greenway provides a ten-mile open space corridor, with ample recreation areas, including parks.
- Local development regulations set out ways to protect critical areas. The regulations offer mechanisms for the Yakima Greenway Foundation, a private, non-profit organization,

to protect the critical lands associated with the trail system. In a similar fashion, the Yakima urban area plan has specific policies that support and encourage the Yakima Greenway Foundation to “assist in the protection of wetlands, acquire additional lands along the river and stream corridors for wetland and habitat protection,” and develop pathway linkages.

- Local shoreline master programs encourage public access to shorelines of rivers and streams. Thousands of people enjoy the Yakima Greenway each year.
- Local comprehensive plans call for many methods of transportation. The greenway path provides non-road transportation for bicycles and pedestrians.

Since passage of the GMA ten years ago, the Yakima Greenway has added about three miles of paved trail westward along the Naches River bordering the northern edge of the City of Yakima. The GMA provided the impetus for developers and owners of privately owned property along the route to assist in making this segment become a reality. Along this pathway, dedicated in 1997, commercial, residential, and industrial sites have flourished, all within a couple hundred feet of the pathway.

The greenway also has added nearly two miles of porous surface nature trails into sensitive riparian areas since the passage of the GMA.



Rita R. Robison

The Yakima Greenway is the 'Jewel of Yakima.'



Three miles of the greenway have been completed since the GMA was passed.

Agencies, Organizations, and Citizens Cooperate to Make Greenway a Success

The Yakima Greenway was developed through the cooperative efforts of local, state, and federal agencies, local civic organizations, donors, and thousands of people who were willing to roll up their sleeves, pick up a shovel, and spend a day, week, or month building the greenway.

The Yakima Greenway is operated through a series of management agreements with the City of Yakima; Yakima County; various state agencies (including the state departments of Transportation and Fish and Wildlife); federal agencies, such as the U.S. Army Corps of Engineers; local landowners; and a railroad. Owning little land itself, the greenway organization has grown as a land trust, managing the lands within the corridor.

Greenway Is Yakima's Treasure

In the middle of a desert near the heart of a metropolitan area, lies a riparian area filled with natural wonders. The greenway is valued highly by the community. It is referred to as the "Jewel of Yakima."

"In Yakima, we enjoy a very good quality of life

because of the wonderful weather, special natural setting, and proximity to the mountains," said Joan Davenport, a former Yakima Greenway board member and long-time greenway supporter. "The Yakima Greenway is one of the best examples of our local treasures. It also illustrates the fine community spirit we have in Yakima because it is truly a grass-roots organization."

The *Yakima Herald-Republic*, in a September 21, 2000, editorial, described the greenway as follows: "Several years of vision and planning preceded the launching of this ambitious, long-range project, originally part of an effort to protect and recreate the river corridor between Selah and Union gaps. It has become that and much more.... What a great addition to the community. And the really neat thing about it is that it just keeps getting better."

TRANSPORTATION]

Growth Management Goal:

“Transportation. Encourage efficient multimodal transportation systems that are based on regional priorities and coordinated with county and city comprehensive plans.”



FIGURING OUT WHAT
TRANSPORTATION SERVICES ARE
NEEDED FOR GROWTH

City of Olympia

COMMUNITY MAKES PROGRESS IN
PLANNING FOR AND REDUCING
COMMUTER TRAFFIC

Spokane County

Concurrency Management Program

City of Olympia

The GMA requires local governments to set level of service (LOS) standards for all locally owned arterials and transit routes to serve as a gauge for judging performance of the transportation system. They are to prohibit development if it causes the LOS to fall below the standards adopted in the Transportation Element of the comprehensive plan. Transportation services are required to be available when new developments are built or within six years of when they are approved. This is called “concurrency.”

When the City of Olympia began deciding what to do about meeting the GMA's concurrency requirements, the city council wanted a measurement system that would be easy to administer and understand.

The city considered an elaborate system that would monitor every permit for concurrency, establish a separate system for projects already approved, and allow for transferring capacity among projects. The council decided that this system was too complex for a moderately growing city with limited staff and transportation facilities that were not near capacity.

A concurrency management system was developed that uses a regionally developed traffic model to project the number of trips that anticipated growth would generate in a year. Transportation facilities are monitored on an annual basis through an annual concurrency report. The system can be managed with existing staff and its annual concurrency report can be easily understood by the council, planning commission, and the public when the capital facilities plan is reviewed annually.

Making Sure Transportation Services Are Available for New Development

To carry out its concurrency management system, Olympia adopted *Transportation Concurrency Ordinance* (No. 5540) in 1995. The ordinance has two key features:

- Development is not allowed unless or until transportation

improvements or strategies to provide for the impacts of the development are made before the development is built.

- Annual review of the concurrency management system is required along with the annual review and update of the capital facilities plan and Transportation Element.

When a new development proposal is received, Olympia uses a measurement, the average vehicle traffic volume that would occur during the highest two-hour period, to determine how the city's LOS will be affected. This measurement is used as a screening tool at all intersections and road segments to determine if there are any deficiencies.

Olympia has two LOS standards. In Downtown Olympia and along high-density corridors more congestion is acceptable than in the rest of the city and urban growth area.

Olympia understands that the city is part of a regional system. Its LOS standards are consistent with the standards in the regional transportation plan, and the city works to make its projects consistent with regional standards and projects.



Randy Wesselman, Transportation Engineering Supervisor, left, and Dave Smith, Project Engineer, review results of this year's Olympia concurrency report.

Rita R. Robison



Olympia's concurrency review in 1996 showed part of Mudd Bay Road/Harrison Avenue as needing improvements to accommodate growth.

Concurrency Management Program Helps City Meet GMA Goals

Olympia's concurrency ordinance helps achieve GMA goals by:

- Ensuring that there is an adequate LOS on transportation facilities for both existing land uses and new development.
- Providing for transportation facilities that achieve the city's LOS standards.
- Ensuring that the city's LOS standards are achieved as new development is built.
- Establishing and providing a tool to assess whether LOS standards are adequate to support the city's transportation and land use goals.

How Olympia's Concurrency Ordinance Works

A clear method for measuring concurrency is one of the key reasons Olympia's ordinance succeeds. The ordinance requires an annual concurrency report that establishes how monitoring is done and provides a framework for future concurrency reviews. Olympia's system allows the city to update its concurrency information annually, in each of four concurrency districts.

"This helps us see our future transportation needs," said Randy Wesselman, Olympia's Transportation Engineering Supervisor. "We can chart growth trends and

accurately estimate when capital projects will be needed." With this information, Olympia can plan for improvements and collect funds to pay for them in advance of the projected need.

Here is how Olympia's Transportation Division uses the annual review to develop concurrency recommendations each year: First, staff reviews the growth that has occurred in the past year using building permit records. Then, the transportation model is updated to reflect the new growth patterns. Using the updated model, transportation needs for the next six years are projected. If deficiencies are seen or projected for coming years, capital improvement projects are added to the capital facilities plan and transportation impact fees are adjusted.

In addition to an annual concurrency review, Olympia's ordinance allows for emergency review of the concurrency management system if a new development with very large impacts is proposed. This emergency review is conducted whenever traffic analysis reveals that 50 percent of the projected six-year capacity of any transportation facility or concurrency district has been assigned in any one year. "This gives us a tool to use if one development comes in and threatens to use up a large portion of our system capacity," Wesselman said.

Community Involved in Concurrency Discussions, Reviews

Before the city council adopted the final concurrency ordinance, the planning commission, neighborhood associations, and members of the development community reviewed it. These groups continue to participate in making concurrency work by taking part in reviewing and updating the Capital Facilities Element annually. "This is always a lively discussion in Olympia," said Jeanette Hawkins, Olympia Councilmember.

"Olympia's concurrency management ordinance requires our city to deliver transportation infrastructure for our growing community 'just in time,'" Hawkins said. "We use concurrency so that we are able to be responsive to development and preserve our high quality of life. Maintaining this balance is what growth management is all about."

Commute Trip Reduction Program

Spokane County

When two top executives dress as the Blues Brothers for a commute trip reduction (CTR) promotion (and are also regular alternative transportation users), you know management support for the program is strong. Avista Corporation, an energy company located in the Spokane area, has been a CTR leader since 1992. A strong commitment to parking management strategies and work schedule options was complemented in 1999 by the firm's "Cash for Commuting" program. It aimed to step up the number of people using commute alternatives occasionally by offering cash incentives of \$15 to \$25 per month. At the conclusion of the program, 43 percent of Avista's 700 employees were registered.

Although 50 percent of its workforce is made up of field workers who are required to drive their personal vehicles as a condition of employment, the Spokane Regional Health District took a proactive approach in its CTR program. The district adopted a company-wide work options program that encourages compressed workweeks and telecommuting. Dramatic shifts in traditional work practices, culture, and leadership style resulted in the work-site reaching its CTR goals for three survey periods. The health district offered creative promotions and incentives through a \$1 per month surcharge on each employee parking space. A local grant also provided the funds for the purchase of laptop computers to support the telecommuting program and for discount parking for carpools.

The biggest asset in the success of Eastern Washington University's (EWU) CTR program is an excited, creative committee of 13 people who act as liaison for each of the 35 buildings located on campus. They assist in planning and carrying out special CTR incentives and events. The university's CTR program receives about 200 calendars a month from employees showing the times they use commute alternatives to get

to work. EWU's basic CTR program consists of discounted bus passes for bus riders and bookstore gift certificates for car-poolers, walkers, and bikers. A monthly drawing of ten small items is conducted for persons who use an alternate commute 25 percent of the time and return their calendars on time.

These three examples show the successes major employers in Spokane County are having as part of the county CTR program. Spokane County is one of the state's leaders in CTR.

The county's commitment to multimodal transportation choices is reflected strongly in its GMA comprehensive plan. A wide range of transportation choices is encouraged through CTR and other transportation demand management efforts.

CTR Is a Transportation Demand Strategy

Spokane County has included transportation demand management strategies in its comprehensive plan's Transportation Element. CTR is one of those strategies the county uses to reduce congestion and other stresses on transportation facilities.

Spokane County also encourages the concentration of growth in specific areas of the city and county, rather than allowing urban sprawl to continue. This contributes



Rita R. Robison

By riding the bus, employees reduce commute trips in individual automobiles.



Sidewalks are part of all new roadways being built in Spokane County.

to a more effective public transportation system and helps keep commute trips shorter.

Fewer Commute Trips under Spokane County's CTR Program

Since 1993 the use of single-occupancy vehicles among employees at 97 participating work-sites has declined by 13 percent. This means more than 3,200 vehicles have been removed from Spokane County roadways each morning. If those same vehicles were added back to the region's highways, the equivalent of 5.7 additional lane miles would be needed to accommodate the demand. That would cost Spokane County an additional \$9.1 to \$42.8 million. Each year, the program prevents 554 tons of air pollution and reduces petroleum consumption by 1.1 million gallons, saving Spokane citizens \$1.4 million in fuel costs alone.

Ninety-one work-sites in Spokane County are required to participate in the CTR program. Another six participate voluntarily. The work-sites have a combined total of 40,000 employees.

"Employers are investing in CTR because it makes good business sense and because a strong and active county-wide program supports them," said Aurora Crooks, Transportation Demand Management Manager

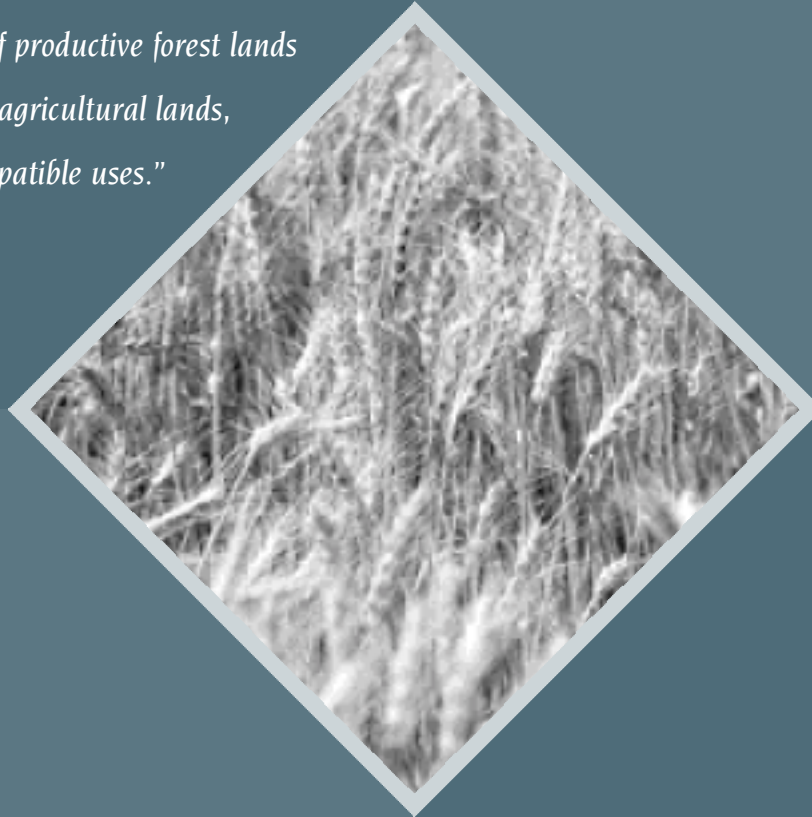
for Spokane County. Crooks said that the county is investing in sidewalks, bikeways, and transit to allow commuters alternatives to driving and to make sure transportation matches up with land use plans under the GMA. "Ultimately all Spokane County residents benefit by reduced air pollution, increased mobility, and lower fuels costs."

Reducing commute trips will become even more important with population growth in Spokane County projected to grow by more than 35 percent in the next 20 years. Crooks added that with cuts to local transit service as a result of Initiative 695, the importance of managing demand on the transportation system is greatly increased.

NATURAL RESOURCE INDUSTRIES

Growth Management Goal:

“Natural Resource Industries. Maintain and enhance natural resource-based industries, including productive timber, agricultural, and fisheries industries. Encourage the conservation of productive forest lands and productive agricultural lands, and discourage incompatible uses.”



FERTILE AGRICULTURAL LANDS
MARKED FOR FUTURE PRODUCTION
Franklin County

COUNTY TAKES GIANT STEP AIMED
AT KEEPING FARMS,
ORCHARDS IN PRODUCTION
Grant County

Agricultural Land Designations

Franklin County

Franklin County is a rising upland with elevation ranging from about 330 feet at its southern end along the Columbia River to almost 1,000 feet at the northeast corner. Rainfall averages about 6 inches a year.

The area now known as Franklin County has always been a crossroads for travelers. During the early 1900s, the county experienced more than a ten-fold increase in population. The economic dominance of Pasco, the region's transportation hub and trading center, was evident.

In the 1950s two major projects fueled regional growth, the Columbia Basin Irrigation Project and McNary Dam. These made it possible to take advantage of the rich agricultural potential of the region. With the advent of irrigation not only did agricultural production both boom and diversify, but the food processing industry also flourished. The area has become one of the nation's leading agricultural production regions.

Since the 1970s the county has continued to grow, expanding from 25,816 in 1970 to 49,347 in 2000. Even during the downturn at Hanford in Benton County, Franklin County continued to grow slowly.

Agriculture Is Important to Franklin County's Economy

With abundant land, water for irrigation, and a mild climate, Franklin County produces a wide range of food and fiber products. They include grains, potatoes, livestock, forage crops, and specialty crops (grass seed, tree fruits, berries and grapes, vegetables, nursery plants, and dairy products).

The county had about \$333 million in market value of agricultural products sold, ranking it third among all counties in the state, according to the 1997 Census of Agriculture.

County Designates a Large Base of Agricultural Lands

Under the GMA, Franklin County designated 645,000 acres of agricultural lands to conserve them for long-term commercial production. The county's natural resource lands ordinance was adopted July 13, 1993.

The total amount of designated long-term agricultural

lands includes 28 percent prime, 29 percent unique, 26 percent of state and local importance, and 17 percent rangeland, according to the Franklin County Soil Survey Team.

Franklin County utilized several different methods in completing this task. First, parcel maps from the County Assessor's Office were gathered, identifying parcel sizes, shapes, distribution, and numbers, which helped to determine and characterize where the urban growth was occurring. Second, aerial photos were taken to assist in determining the location and intensity of the county's existing agriculture. Irrigated and non-irrigated areas were identified as well as areas utilized for pasture. Third, the aerial photos were overlain on the parcel maps to compare the agricultural structure with urban characterization. Then the public, which included key officials, community stakeholders, and citizens, reviewed the information and made informed recommendations and decisions on the designation of Franklin County's agricultural lands as required under the GMA.



Courtesy of Franklin County Information Services

Specialty crops, such as carrots, are becoming increasingly important to Franklin County's economy.



These fields are among the 645,000 acres of agricultural lands designated by the county.

“Franklin County has always taken an aggressive approach in designating, preserving, and enhancing its agricultural-based lands,” said Jerrod MacPherson, Franklin County Planning and Building Director. “The Growth Management Act is a very powerful tool, and provides Franklin County with the mechanisms necessary to make sure that we protect the region’s most important and viable economic industry – agriculture.”

Community Supports Agricultural Land Designations

Billie Ross, a farmer and member of the Franklin County Planning Commission, said that most of the county’s farmers welcome the agricultural land designations under the GMA. Ross, who raises Concord grapes for juice and jams, added that having lands designated as agricultural helps prevent the development of adjacent urban settlement, which generates complaints about spraying and noise.

Public involvement was an important component in the county’s consideration of farmlands. In 1991 Franklin County chose to plan under the GMA. In January 1993 the county asked residents in a questionnaire to provide their vision for the future. One question asked about agricultural lands and conservation of natural resources.

The results were shared in a series of presentations scheduled across the county.

Information gathering sessions were conducted in the small cities of Mesa and Kahlotus and in Basin City, an unincorporated urbanized area of Franklin County. Next, a series of four public meetings was conducted in the Northwest, Central, Northeast, and South Central parts of the county. Draft goals and objectives were formulated and reviewed at the meetings, resulting in a vision statement for the county.

Franklin County’s Vision Statement reflects the importance of its agricultural land designations:

Franklin County is a rural county based on agriculture with highly productive farmland, both irrigated and non-irrigated. An effective government which controls taxes and, at the same time, provides continual upgrades to the county’s roads and infrastructure is in place. The county is characterized by its open spaces, quality development, and agriculturally related industries. Franklin County is a good place to live with quality education in its schools, low crime rate, clean, fresh air, and friendly neighbors.

Agricultural Land Designations

Grant County

County Commissioner Deborah Moore and her husband, Doug, farm 1,500 acres in Grant County. Their irrigated row crops, in fields located 14 miles west of Moses Lake off Interstate 90, include sweet corn, grain corn, potatoes, peas, and seed wheat.

Since the GMA was passed in 1990, it has been a high priority for the Grant County Board of Commissioners, all members of whom have their roots in agriculture, to take actions that help keep agricultural lands in production.

“Grant County is agriculture,” said Moore, who has farmed in the county for 22 years. “It’s the economic lifeblood of the county. We need to do what we can to protect agriculture and the agricultural industry. Designating agricultural lands is part of that.”

County Commissioner LeRoy Allison’s family has been farming in Grant County since 1947. Growing irrigated wheat and hay, his 200-acre family farm lies within the Columbia Basin Irrigation Project and borders the south side of Interstate 90 in the eastern part of Grant County.

“With large tracts of land designated as agriculture, it is less likely that farms and orchards will be threatened by urban encroachment,” said Allison. He said that residential dwellers moving into the countryside seeking the peace and quiet of rural living can object to nutrient applications, pest control methods, noise, and dust from farms as nuisances. “They don’t know and understand farming,” he added.

“The GMA offered the county the opportunity to keep its most productive lands for economic development,” Allison said.

Economic Health of County Tied to Agriculture

The *Grant County Comprehensive Plan* states that the county’s culture, customs, history,

future, way of life, and economy depend on the land and stewardship of the land and its resources.

The county chose to add an Economic Development Element to its GMA comprehensive plan. The optional element provided a way for the county to emphasize the importance of agriculture to the area and why the action it took on agricultural lands was necessary to help keep agricultural lands in production.

The market value of all agricultural products sold in Grant County was more than \$804 million in 1997, according to the *Washington Agricultural County Data 1997* compiled by the Washington Agricultural Statistics Service. This was the second highest amount among all counties of the state.

Grant County tops state and national charts for the production of wheat, corn, hay, potatoes, and several tree fruits. The county also ranks high as a producer of mint, grass seed, carrots, green peas, sweet corn for processing, and onions. In addition, it is a major center for livestock production.

Designation of Agricultural Lands a Major GMA Thrust

The GMA recognizes the importance of resource lands by requiring counties to “classify, designate, and conserve” them as “resource lands of long-term



Rita R. Robison

In Grant County, 1,264,281 acres – including wheat ranches – are designated as agricultural lands of long-term commercial significance



Grapes are among the many crops grown in Grant County.

commercial significance.” The GMA recognizes the vital role these resource lands play in defining the quality of life in Grant County and seeks to avoid their irrevocable loss.

One of the first things Grant County did when it began its planning work under the GMA was to develop criteria for designating agricultural land. The county adopted its resource lands ordinance on May 25, 1993.

Grant County has designated a large land base of agricultural lands – 1,264,281 acres. “We very aggressively implemented the GMA’s natural resource industries goal,” said Scott Clark, Director, Grant County Planning

Department. “Agriculture is the way of life in Grant County. It’s ‘at the very top’ of what’s important.”

Clark said that because agriculture is vital to the economy of Grant County, the county needs to retain agricultural land so that the agricultural industry is ongoing and viable. The GMA provides the tools for the county to do this.

To define agricultural lands, the county was guided by the *Minimum Guidelines to Classify Agriculture, Forest, Mineral Lands, and Critical Areas* established by the Washington State Office of Community Development’s Growth Management Program.

The *Grant County Comprehensive Plan* in its Resource Lands Subelement establishes a classification system for agricultural lands that includes dryland agricultural land, irrigated agricultural land, and rangeland. The county has designated 333,961 acres of dryland agricultural land, 716,702 acres of irrigated agricultural land, and 213,618 acres of rangeland. It also requires a residential density of no greater than one unit per 40 acres for agricultural areas, since the commercial viability of agriculture is affected by the size of holdings and by the amount of contiguous land in agriculture.

Community Supports County’s Designation of Agricultural Lands

In a survey, at workshops, and at public meetings that were part of preparing the county’s comprehensive plan, citizens of Grant County affirmed the importance of agricultural lands to the county. The county’s vision statement in the comprehensive plan includes this basic value: “Protect and conserve our agricultural resources, and prevent inappropriate conversion of prime agricultural lands.”

HISTORIC LANDS AND BUILDINGS

Growth Management Goal:

"Historic Preservation. Identify and encourage the preservation of lands, sites, and structures, that have historical or archaeological significance."



RENOVATION OF HISTORIC
DOWNTOWN FOSTERS ECONOMIC
DEVELOPMENT

City of Port Townsend

Historic Preservation

City of Port Townsend

Port Townsend, a small Victorian seaport at the tip of the Olympic Peninsula, harbors one of the most intact national historic districts in the United States. Nearly 300 buildings within the city limits are listed on the National Register of Historic Places. These historic buildings provide a magnificent backdrop and preserve a tangible link to Port Townsend's rich history.

The city's downtown was built on a dream. Speculating that the population of Port Townsend would soar during the latter half of the 1800s, multistory structures, wharves, and piers were built in hopes that Port Townsend would become the pre-eminent city of the Puget Sound region. The dream vanished when other cities were chosen as railroad terminuses. Port Townsend's population plummeted, leaving many of the structures unfinished and unoccupied.

Today, the city's downtown is once again thriving. Developers and business owners are investing in the restoration and reuse of historic structures. Revitalization of downtown buildings has been encouraged by the city since the 1970s.

Growth Management Aids Historic Preservation

Adoption of Port Townsend's comprehensive plan in 1996 solidified the city's commitment to historic revitalization and took it up a notch or two. Many of the adopted policies reflect Port Townsend's ongoing commitments, such as:

- Support for mandatory design review by the city's Historic Preservation Committee of developments within the downtown historic district.
- Application of the Special Valuation for Historic Properties program. (This is a ten-year reduction in property taxes for the renovation of buildings

on the historic register when the work is consistent with U.S. Department of the Interior standards.)

New policies were developed to improve the economic feasibility of historic preservation and to prevent the loss of historic buildings through neglect. For example, comprehensive plan policies call for incentives that (1) promote the reuse and preservation of historic buildings (e.g., use of the upper floors of downtown historic buildings) and (2) provide reductions in regulatory requirements, such as parking, in exchange for desired public benefits. As a result,

- Reduced or waived off-street parking requirements for development in the historic commercial district were adopted in 1997. Business and other uses locating within downtown historic structures are exempt from all parking requirements.
- The 1997 zoning code provides more flexibility. Light industrial uses (e.g., manufacture and/or assembly of apparel, electronics, furniture, computer equipment, and medical goods) are now allowed within historic structures with a conditional use permit.
- The city is pursuing adoption of a rehabilitation code, under a 2001 GMA grant. The code would apply different construction standards to rehabilitation of historic structures without compromising safety.



Courtesy of the Port Townsend Main Street™ Program

Port Townsend's growth management comprehensive plan includes goals to preserve historic and cultural resources.



Residents, including volunteers who weed the gardens, are proud of Port Townsend's historic downtown.

Another comprehensive plan policy calls for identification and documentation of historic structures. Port Townsend is currently amending its municipal code to allow application to the state Office of Archaeology and Historic Preservation for Certified Local Government status. This status would allow the city to create its own local list of historic properties, obtain funding for local surveys of historic properties, and provide additional tools for local historic preservation.

Port Townsend's Downtown Historic Preservation: A Success Story

Port Townsend was selected as one of the top five downtowns in the United States in the 2000 national competition sponsored by the National Main Street™ Center and Sun America Investments.

Port Townsend has 100 percent occupancy of the downtown street-level storefront space. More than 90 percent of the properties downtown have undergone rehabilitation, ranging from paint and repair to full-scale renovation projects, such as the Waterman & Katz Building. This large building sat vacant for 20 years until 1998. It has been completely renovated and now houses the City of Port Townsend staff offices and Peninsula College.

In a town of 8,400, the downtown is essentially the largest employer, with a workforce of more than 900. Between 1990 and 1998, there has been a net gain of 237 jobs.

Since 1990 more than \$8.5 million dollars has been reinvested in the community for public and private renovation projects. In the city's two historic districts, more than 100 buildings have been renovated and new restoration projects are underway. There is a healthy mix of retail and service businesses in the historic districts.

Community Supports Historic Preservation

Revitalization of Port Townsend's downtown could not have been possible without community support. The community's commitment to

historic preservation is evident in its willingness to embrace goals and policies of adopted plans, volunteer as Historic Preservation Committee members, actively participate in the Jefferson County Historical Society, and join in the efforts of the Main Street™ Program.

Port Townsend's downtown, with its well-preserved buildings, is considered the heart of the city. It is a vibrant and active place. The citizens take much pride in it and enjoy talking, walking, and socializing on the downtown streets and shopping, watching a movie, and eating an ice cream cone afterward on a summer evening.

Mari F. Mullen, Executive Director of the Port Townsend Main Street™ Program, said that city residents have worked hard to revitalize their downtown, and they feel passionate about it. "Port Townsend has embraced historic preservation. As our community evolves, it has increasing pride in the authenticity of its buildings and the revitalization of the historic districts. From property owners who have made major economic investments in renovation and restoration to volunteers who weed the gardens and merchants who make their storefronts sparkle, there is tremendous pride here."

TIMELY PERMITTING]

Growth Management Goal:

"Permits. Applications for both state and local government permits should be processed in a timely and fair manner to ensure predictability."



[UP-FRONT ENVIRONMENTAL
REVIEW HELPS SPEED UP PERMITS
City of Vancouver

Esther Short Redevelopment and Subarea Plan

City of Vancouver

When Esther Short donated land for a four-block park to the City of Vancouver in 1855 with the stipulation that it always be a city park, neither she nor city leaders could foresee that the area would slip into decline.

Once the historic center of downtown Vancouver, the Esther Short Park became isolated from the rest of the downtown by abandoned industrial properties. The area around it was known in recent decades for its vagrancy, crime, and vacant and dilapidated buildings.

City Begins Downtown Revitalization Efforts

In 1996 Vancouver began an effort to restore Esther Short Park and the 30-block area around it as the downtown's center. The city – along with a citizens' advisory committee and an urban planner – prepared a 20-year redevelopment plan that outlined a vision for the park and the surrounding area. The plan anticipates development of 1,010 residential units and 540,000 square feet of commercial space, with 2,700 new jobs in a revitalized 24-hour-a-day city center.

The city's environmental impact statement (EIS) took into account potential environmental impacts from the maximum anticipated development in the 30-block area. By preparing an EIS for future development, the city "built a box" for uses, density, design standards, and the range of acceptable environmental impacts. This "front-loaded" environmental review for the area provides certainty to developers that environmental issues have already been addressed.

Following public workshops, the Esther Short Subarea Plan and EIS were approved and became part of the city's comprehensive plan in January 1998.

City Decides to Try New Planned Action Ordinance

To carry out the *Esther Short Subarea and Redevelopment Plan*, a planned action ordinance was adopted later in 1998. The State Environmental Policy Act (SEPA) authorizes the ordinances, which allow for expedited project permitting when planning and environmental review have been done in advance for a defined geographic area.

Under a planned action ordinance, a project found to be consistent with the subarea plan and EIS for use, density, and potential impacts does not generally require further SEPA review. This saves developers the up-front time and expense of having to prepare an environmental analysis for their project and reduces review time by as much as 30 days.

The city also created an urban renewal district within the Esther Short Subarea.

Esther Short Park Blossoms Again as Vancouver's Vibrant, Central Gathering Place

Through careful planning by the city and its consultants and extensive community participation, Esther Short Park has once again become a vibrant gathering place for the community, as well as the centerpiece for a number of urban redevelopment projects.



Courtesy of the City of Vancouver

By combining growth management and environmental requirements, Vancouver can issue permits in the Esther Short Subarea quickly.



New office buildings and residential units are springing up in a 30-block area in the heart of downtown Vancouver.

A Downtown Redevelopment Authority (DRA) reviews proposed projects on the five city-owned blocks. Using guidelines, the DRA makes recommendations about city participation in proposed projects. Its approach has led to the construction of more than \$115 million in new projects in the targeted area since 1998.

Three major mixed-use projects are under construction or already constructed, with 426 residential units, 215,000 square feet of office space, 40,000 square feet of retail space, and structured parking for 1,259 vehicles. Two projects across the street from Esther Short Park, a pavilion and civic plaza, are now under construction. The park has undergone public improvements.

A convention center and hotel are planned for a four-block site on another side of the park. Public events in the park – such as a wine and jazz festival, weekly concerts, and a farmers' market – are bringing new life to this once neglected part of downtown.

City's Subarea Plan, Planned Action Ordinance Speed Up Permits

Developers are benefiting from expedited review the subarea planning and planned action ordinance offer.

"This plan used by the city gave us the certainty we needed to proceed with the first project in the area," said Albert "Corky" Angelo Jr., Owner of Al Angelo Company, the firm developing the \$25 million Heritage Place

Condominiums. "The commitments made by the city in having completed the EIS along with an expedited permit process made our investment decision very easy. The process also showed us what would be the next projects around us, and the city has stayed true to those earlier promises. The process saved us time and money, where we did not phase our project but built the whole project in one phase."

Doug Nichols, Architect with OTAK, agrees that the city's subarea plan and planned action ordinance expedited the permitting process. OTAK designed a two-block complex that includes a public plaza, mixed-use buildings, offices, and an underground garage that is under construction. "It was very helpful to have a lot of the planning, the EIS and traffic study, already completed," Nicholas said. "That saved us a lot of time and a lot of money on the development. It sped things up tremendously; at least a year. We have estimated that it has saved us several hundred thousands of dollars.... The city did great work."

Nichols also complimented the city on its work with developers. "Aside from (the city's good work on) the subarea plan, the city has an attitude that helps. It is very supportive of people who bring in good projects and design."

PUBLIC FACILITIES AND SERVICES

Growth Management Goal:

"Public Facilities and Services. Ensure that those public facilities and services necessary to support development shall be adequate to serve the development at the time the development is available for occupancy and use without decreasing current service levels below locally established minimum standards."



COUNTY IMPROVES ITS CAPITAL
FACILITIES PLANNING WITH
GROWTH MANAGEMENT TOOLS
Snohomish County

Capital Facilities Planning Snohomish County

The GMA has transformed capital facilities planning in Snohomish County. New requirements created by the act have placed a much higher value on the capital facilities component of the comprehensive plan.

Capital facilities planning is an important part of how Snohomish County makes financial plans for the future. It offers a way for elected officials to determine what level of service will be provided and how capital facilities for those services will be paid for. Leaders inside and outside of Snohomish County government recognize the value of the county's capital facilities planning program.

"Quality capital facilities planning is one of the key building blocks of successful planning under the GMA," said Mike Pattison, Government Affairs Director for the Snohomish County Realtors. "Snohomish County is a leader in this area – providing needed infrastructure, while maintaining minimum standards. Their keen ability to prioritize projects while maintaining planning flexibility is the result of employees who listen and respond."

In setting out to meet new GMA requirements, Snohomish County embarked on a serious effort to create an inventory of its facilities and to develop reasonable measures for defining levels of service for facilities. This effort has been expanding and evolving over several years and is now well developed for transportation facilities and parks, two of the primary land use related types of capital facilities that the county provides.

During the past 18 months, Snohomish County has also undertaken a major new capital planning initiative addressing the county's long-term facility needs for law and justice and general government.

County Works With Special Districts in Capital Facilities Planning

The county also participates in capital facilities planning by special purpose districts, particularly school districts and sewer and water districts. The county has formal review and approval authority over district water and sewer system plans that serve county residents. Since adoption of the GMA, and particularly since adoption of the county's GMA comprehensive plan in 1995, the county has emphasized this authority. Sewer system plans receive particular attention, because they are treated as an urban service in the county's plan and development regulations.

Snohomish County has been an active participant in school district capital facilities planning since 1993. To help pay school costs related to new development, the county operated a school mitigation program based on the State Environmental Policy Act. Then in 1999, it initiated a GMA-based school impact fee program. The fee schedule is based on county-approved capital facilities plans by 13 school districts.

"The Growth Management Act has assisted school districts in two ways," said Mary Fears, Community Relations Manager for the Marysville School District.



Courtesy of Snohomish County

Snohomish County coordinates with the City of Everett on capital facilities planning.



The county works with the Marysville School District to plan for adequate facilities for school children.

"It has helped us to adhere to a positive long-range planning process for new capital facilities and for individual school improvements. Further, it has given school districts a framework in which the effects of growth on schools can be mitigated through impact fees."

Capital Facilities Efforts Result in 'Truth in Planning'

Citizens in Snohomish County appreciate the more thorough capital facilities planning that is taking place under the GMA. They are becoming more knowledgeable and active in public discussions about capital spending priorities and levels of service. Capital plans now need to identify realistic funding sources for all projects. They replace the old "wish list" approach with one that provides "truth in planning." Thanks to the GMA, citizens now have a better picture of what the county's capital facilities are, its needs for the future, and how new facilities and services will be financed.

"Snohomish County has improved its GMA capital planning in significant ways since 1995, thanks in large part to the active efforts of our citizens and interest

groups," said Barbara Cothorn, Chair of the Snohomish County Council. "Their insistence on clearly stated, accountable standards and demonstrable links back to plan policies," Cothorn added, "have strengthened our capital plans and helped us to respond to community-identified needs."



Under growth management, the county is transforming how it plans for capital facilities, such as bridges.

PUBLIC PARTICIPATION

Growth Management Goal:

"Citizen Participation and Coordination.

*Encourage the involvement of citizens
in the planning process and ensure
coordination between communities and
jurisdictions to reconcile conflicts."*



COUNTY MAKES SIGNIFICANT
STRIDES IN MEETING GROWTH
MANAGEMENT GOALS

Kitsap County

GMA Land Use Planning

Kitsap County

Many counties planning under the GMA face tough issues when working with past land use practices. When it came time to adopt a GMA comprehensive plan, Kitsap County had to deal with a checkerboard of small developments, very little remaining agricultural and forest land, pollution at Hood Canal, and the closure of shellfish beds.

These issues were very divisive for the county because many rural landowners were planning to subdivide their property as their neighbors had. In response, the county adopted a comprehensive plan in 1994 that essentially continued old policies. The plan designated most of the rural area and all of the urban growth areas with a residential density of one unit per acre. It did not explain how capital facilities would be provided to support this type of sprawling development.

Local citizens, along with city governments, the Suquamish Tribe, and the state, appealed the county's plan to the Central Puget Sound Growth Management Hearings Board. They raised concerns about densities that allowed sprawling development to continue, large urban growth areas, an inadequate capital facilities plan, and the lack of any designated forest or agricultural lands. The state was also concerned about impacts to natural resources and that it would be expected to pay for most of the transportation and other capital facilities to support sprawling development.

The hearings board agreed with most of these concerns and found the entire comprehensive plan and development regulations out of compliance and invalid under the GMA.

The county adopted a second comprehensive plan in 1996, including a much-improved Capital Facilities Element and more appropriate urban and rural densities. However, the plan still needed work, such as the size of urban growth areas, grandfather provisions allowing higher rural densities, high shoreline densities, and the lack of designated forest lands.

Shortly after adoption of the 1996 plan, two new county commissioners

took office. They listened to staff recommendations and citizen concerns on all sides. Ultimately, they adopted a significantly improved third comprehensive plan in 1998, which included:

- Much smaller urban growth areas.
- Lower shoreline densities.
- A process to plan for Urban Joint Planning Areas with cities, which could result in revised urban growth boundaries.
- Minimum urban densities of five dwelling units per acre.
- A process for monitoring and evaluating land use and development trends consistent with the GMA "buildable lands" requirements. (Amendments to the GMA in 1997 created a review and evaluation program that requires local governments to analyze land supply to make sure that they have enough residential, commercial, and industrial lands for development and to make sure that their GMA comprehensive plans are doing what they are expected to do.)
- Future consideration of limited areas of more intense rural development. (These are existing areas or existing uses the county may recognize, in limited circumstances, where infill development or redevelopment may occur. Logical outer boundaries need to be drawn around the areas to minimize and contain more intense development.)



Courtesy of Kitsap County

Residents in Manchester are active in developing a subarea plan that addresses community needs.



Kitsap County has designated Port Gamble as a rural historic town using growth management provisions for limited areas of more intense rural development.

The hearings board stated that “the 1998 plan and development regulations represent a significant milestone, and evidence of the vigorous, good-faith efforts by the county and its citizens to achieve compliance with the act.” With a few minor exceptions, the county was found in compliance.

County Continues to Use GMA to Plan for Communities, Salmon

When the hearings board in 1999 told the county to take another look at the designation of Port Gamble as an urban growth area because it did not qualify as urban, the county took a unique approach to the problem. It redesignated the community as a rural historic town using the GMA provisions for limited areas of more intense rural development. This protects the historic significance of Port Gamble, a National Historic Landmark, while allowing for some development to revitalize the historically prosperous community. With the new designation for Port Gamble and a few minor amendments, the hearings board found the county to be in compliance with the GMA.

The county also used the provisions for more intense rural development to designate the community of Suquamish as a Rural Village. The Rural Village approach is also being used for Manchester. Citizens in Manchester have been very active in developing a draft subarea plan that recognizes the needs of the community by providing for some infill development supported by limited expansion of the existing sewer system.

The urban joint planning effort has resulted in better planning for capital facilities before designating urban growth areas and better coordination between the county and the cities.

The county is using its critical areas ordinance to respond to salmon listings under the Endangered Species Act. Adopted policy guidance requires habitat management plans for development in listed salmon habitat.

Citizens, Developers Support County's GMA Planning Efforts

Public participation in Kitsap County has become more meaningful to citizens, as shown by the substantial community support for the Suquamish and Manchester subarea planning efforts.

Project review is more predictable. “Developers are better able to predict the outcome of a proposed project, such as allowed densities, when they go in to apply for a permit,” said Mark Kuhlman, an engineer who has worked with developers in Kitsap County for 20 years.

Nobi Kawasaki, citizen activist and former Chair of the Kitsap County Planning Commission, thinks better projects are being proposed. “Prior to adoption of a plan and zoning and critical areas ordinances, citizens were constantly appealing the county’s project actions under SEPA because of the lack of applicable standards,” said Kawasaki. “GMA provided the first real tool for the county to deal with development in rural areas.”

A rural land use survey shows continuing citizen support for general GMA principles. In March 2000 the county held three “electronic town hall” meetings and conducted a survey that was posted on the Internet and distributed in *The (Bremerton) Sun*. A majority of the 246 meeting attendees and 628 survey respondents thought that preserving the rural character of Kitsap County is very important, that the county should encourage development of urban areas where services already exist, and that it is critical to plan for preserving natural systems.

REGIONAL COORDINATION

Growth Management Goal:

"Citizen participation and coordination.

*Encourage the involvement of citizens in
the planning process and ensure coordination
between communities and jurisdictions
to reconcile conflicts."*



**BENCHMARKING PROGRAM HELPS
TO KEEP LOCAL GOVERNMENTS
'ON THE MARK'**

King County

**COUNTY, CITIES, AND SPECIAL
DISTRICTS WORK TOGETHER
ON GMA PLANNING**

*Douglas County; the Cities of East Wenatchee,
Bridgeport, and Rock Island; the Towns of Waterville
and Mansfield; Area Special Purpose Districts;
and Others*

County-Wide Planning Policies Benchmark Program

King County

Talk to anyone about why they like living in King County and sooner or later you will hear the words “quality of life.” For some King County residents, quality of life is affordable housing and good schools. For others, it is parks and open space. Another will say it is clean air, clean water, and views of the Cascades and Olympics. Yet another might say it is the economic opportunities.

Most people in King County agree they want to maintain the county’s quality of life. The King County County-Wide Planning Policies – adopted by the Growth Management Planning Council (GMPC), made up of elected officials from each local government in the county – require that King County actually measure, track, and monitor quality-of-life issues.

But quality of life is subjective, a mood or an attitude more than a number, so how does the county measure it? How does the county know if things are getting better or worse?

To answer these questions, King County has devised a benchmark program based on the concept of “managing growth” and on monitoring whether the GMA is achieving its intended outcomes. The GMPC and citizens throughout the county developed it in 1995. The benchmark program states the outcomes that the county-wide planning policies are intended to produce, identifies indicators for each outcome, and then sets quantifiable levels or targets for some of the indicators.

An annual benchmark report reviews how the county is doing on each indicator, giving it a broad-brush picture of the county’s quality of life. “Through the report we’ve tried to find objective ways to determine if our quality of life is getting better or worse at the community level,” said Ron Sims, King County Executive and Chair of the GMPC.

The benchmark program was funded in part by a SEPA/GMA integration grant from the Washington State Office of Community Development’s Growth Management Program.

Indicators Track Progress toward Achieving GMA Goals

With its 45 quality-of-life indicators, King County can check to see if GMA goals such as sprawl reduction, open

space and recreation, affordable housing, transportation, economic development, and public facilities and services are being met.

Benchmarks provide the GMPC, other policy makers, and the public with a way to evaluate a jurisdiction’s progress in carrying out county-wide planning policies. The indicators provide an early warning if the policies are not working as they should. Benchmarks let officials know if different actions to carry out the policies are needed or whether the policies need to be revised. Benchmarks help the county establish priorities, take joint actions, and direct resources to solve problems identified in the county-wide planning policies.

Indicator 30 in the benchmark report annually tracks the housing targets and records the number of new housing units by jurisdiction and by urban and rural areas in King County. Each jurisdiction’s 20-year housing target is also listed. This enables staff, elected officials, and the public to figure out how a jurisdiction is doing in achieving its 20-year housing target.

Each year King County and its jurisdictions need to build, on average, 10,000 housing units. King County has maintained this average since targets were adopted in 1994. The 1999 data show that 95 percent of new housing units receiving permits were in the urban areas inside the urban growth boundary, up from 89 percent in 1995. Only 5 percent of new units that obtained permits were in the rural area in 1999.

This indicator shows that every jurisdiction is helping to prevent sprawl and preserve farm and forest lands by designing compact communities and absorbing its share of growth through their required housing targets. This team effort has resulted in many households and jobs being located within the current urban growth boundary.

Benchmark Program Helps Achieve Consensus, Build Desired Outcomes

The King County Benchmark Program is designed to show, through a broad range of quality-of-life issues related to the county-wide planning policies, where King County is going. It helps government and the county as a whole evaluate its transportation system, housing, and economy.

The benchmark program helps to build consensus. It helps people focus on strategies necessary to achieve desired outcomes.

“The fifth annual (2000) *Benchmark Report* has over 120 pages of charts, graphs, text, and numbers that give us

a good idea of the direction we are heading,” said Sims. “In general, data from the 2000 report indicate that our quality of life is improving in areas like air quality, water consumption, new housing unit production, parks and open space, and rural and resource lands. In other areas, like the amount of affordable housing and traffic congestion where data from the report show a need for improvement, we have enhanced programs to address these quality-of-life issues.”

Elected Officials, Citizens Applaud Benchmark Efforts

King County’s benchmarking system is well received in the county and is serving as a model for other local governments.

“The benchmark report is a great planning effort and one that has received national recognition,” said Roberta Lewandowski, Planning Director, City of Redmond. “The elected officials in King County committed to some difficult goals in the county-wide planning policies, and this report is critical to measure our progress in achieving the goals. Just the fact that we monitor progress counteracts the prevailing notion that plans and goals just sit on the shelf – the benchmark report keeps the goals alive and allows us to make mid-course corrections as needed. I’m really pleased to see the addition of improved measurements for the environmental goals in this year’s report, as well.”

“King County was one of the first jurisdictions to develop workable tools for measuring the progress in managing growth,” said Lucy Steers, former President, 1000 Friends of Washington and former President, Seattle League of Women Voters. “Its indicators are based on an exemplary process of citizen involvement. They are working well to provide its citizens and officials with critical information on successes and areas needing improvement.”

Indicators



Economics

- 1 Real wages per worker
- 2 Personal and median household income: King County compared to the United States
- 3 Percentage of population below the poverty level
- 4 New businesses created
- 5 New jobs created by employment sector
- 6 Employment in industries that export from the region
- 7 Educational background of adult population
- 8 High school graduation rate



Environment

- 9 Land cover changes in urban and rural areas over time
- 10 Air quality
- 11 Energy consumption
- 12 Vehicle miles traveled per year
- 13 Surface water and groundwater quality
- 14 Water consumption
- 15 Change in groundwater levels
- 16 Change in wetland acreage and functions
- 17 Continuity of terrestrial and aquatic habitat networks
- 18 Change in number of salmon
- 19 Rate of increase in noise from vehicles, planes, and yard equipment
- 20 Pounds of waste disposed and recycled per capita



Housing

- 21 Supply and demand for affordable housing
- 22 Percent of income paid for housing
- 23 Homelessness
- 24 Home purchase affordability gap for buyers
- 25 Home ownership rate
- 26 Apartment vacancy rate
- 27 Trend of housing costs vs. income
- 28 Public dollars spent for low-income housing
- 29 Housing affordable to low-income households



Land Use

- 30 New housing units in urban areas, rural/resource areas, and urban centers
- 31 Employment in urban and rural/resource areas, urban and manufacturing/industrial centers
- 32 New housing units built through redevelopment
- 33 Ratio of land consumption to population growth
- 34 Ratio of achieved density to allowed density of residential development
- 35 Ratio of land capacity to 20-year job and household targets
- 36 Land with six years of infrastructure capacity
- 37 Acres of urban parks and open space
- 38 Ratio of jobs to housing in Central Puget Sound counties and King County subregions
- 39 Acres in forest land and farm land
- 40 Number and average size of farms



Transportation

- 41 Percent of residents who commute one way within 30 minutes
- 42 Transit trips per person
- 43 Percent of residents who use alternatives to the single-occupant vehicle
- 44 Ability of goods and services to move efficiently and cost-effectively through the region
- 45 Number of lane miles of city, county, and state roads in need of repair and preservation

Intergovernmental Cooperation

Douglas County; the Cities of East Wenatchee, Bridgeport, and Rock Island; the Towns of Waterville and Mansfield; Area Special Purpose Districts; and Others

With a population of 30,800, Douglas County is a largely agricultural area located in Central Washington. Apple orchards line the lowlands along the Columbia River, and dryland farming, including wheat, dominates the plateau that rises sharply near the river.

However, Douglas County also has a prominent urban face. When you stand on the Columbia River Bridge and look at the East Wenatchee urban area, you see a bustling community of 20,540 steadily growing up the hillsides.

When the GMA was passed, Douglas County needed a two-pronged approach for its urban and rural areas to complete the complex GMA requirements under tight deadlines. In the East Wenatchee urban area, a tangle of special purpose districts and agencies was in charge of delivering services. In the rural area, GMA requirements looked foreboding to small communities – Mansfield, population 365; Bridgeport, population 2,125; Rock Island, population 630; and Waterville, population 1,120.

Douglas County and urban service area providers decided to form a committee that would meet regularly to work together on long-range planning issues. The Committee on Planning, Organizations, Utilities, and Technology – made up of representatives from the county, city, local water, sewer, and school districts, state agencies, and other service providers – met monthly.

“With nine districts providing services, each with its own elected body, it was difficult to plan for growth in a coordinated way,” said John Shambaugh, Planning Manager for the Douglas County Department of

Transportation and Land Services. “With the monthly meetings, a way emerged to inform different organizations about future plans.”

The committee focused on GMA issues. A multitude of documents was circulated. In addition to the monthly meetings, workshops with other agencies were offered to introduce the GMA. The plans of special districts were revised and expanded to come in line with the GMA.

Regularly attending monthly meetings were representatives from Douglas County, Verizon, Cascade Natural Gas, Link (the area transit service), the City of East Wenatchee, the Chelan-Douglas Health District, the Douglas County Sewer District, the Douglas County Water District, the Douglas County Port District, the Washington State Department of Transportation (WSDOT), and the Douglas County Fire District No. 2. The committee continues to meet.

To address urgent GMA planning needs in rural communities, a decision was made to assign a member of the Douglas County planning staff to each rural town and city, rather than dividing GMA grant funds on a per capita basis to those local governments. The planner helped the planning commission, elected officials, and citizens of each community prepare their GMA plan and regulations. County planners continue to help communities as the need arises. Douglas County also provides planning services for new developments for the City of Rock Island and the towns of Mansfield and Waterville.



Rita R. Robison

Douglas County, East Wenatchee, and special purpose districts are working cooperatively to provide services to urbanizing areas.



The county continues to provide planning services to Mansfield and other small communities.

Other cooperative efforts in Douglas County include:

- Work with the Port of Douglas County, the Port of Chelan County, the Aviation Division of WSDOT, citizens, and airport users to create an airport overlay protection-zoning district for Pangborn Memorial Airport.
- An agreement with the cities and towns in the county and the port district to finance the installation of industrial sanitary sewer service to the Pangborn Industrial Service Area.
- A cooperative effort with the Port of Douglas County, the Washington State Office of Community Development, and others to provide a temporary housing facility for cherry harvest workers.

Information Sharing Leads to Better Growth Management

Regional coordination among local governments is one of the cornerstones of the GMA. It is both a GMA goal and requirement. Through joint planning efforts in Douglas County, jurisdictions are sharing information about plans and regulations so that local efforts to manage growth fit together. By sharing knowledge about road, water, and sewer projects, conflicts are prevented as GMA plans and regulations are carried out.

Recent efforts to coordinate are also a response to the GMA requirement that local governments review their plans and regulations and update them, if necessary,

by 2002. In addition, Douglas County and its cities and towns have cooperated in planning for the Pangborn Memorial Airport, meeting GMA requirements that land uses adjacent to airports be compatible with the airports.

Community Benefits from Cooperative Planning Efforts

Citizens of Douglas County appreciate the cooperative efforts of local jurisdictions in the region.

“Douglas County worked in cooperation with the airport board and ports to facilitate and organize that whole effort (creation of the airport overlay protection-zoning district),” said Bob Corkrum, Douglas County Port Commissioner. “Cooperation is the real thing we are working toward. When agencies have knowledge of what everyone else is doing, we can become efficient. That is the promise of growth management, everyone working together to manage the growth so the growth doesn’t manage you. In a small county, it is necessary to do that.”

Bill Millett, a member of the Douglas County Planning Commission, said that cooperation among local entities in Douglas County has improved due to the GMA. “Everyone knows how and where growth should occur,” said Millett. “We have a blueprint of what to do first. That way we won’t squander limited money (for capital facilities).”

APPENDIX]



[OVERVIEW OF THE GROWTH MANAGEMENT ACT

Appendix

Overview of the Growth Management Act

In 1990 the Legislature found that “uncoordinated and unplanned growth, together with a lack of common goals...pose a threat to the environment, sustainable economic development, and the health, safety, and high quality of life enjoyed by residents of this state. It is in the public interest that citizens, communities, local governments, and the private sector cooperate and coordinate with one another in comprehensive land use planning.” (RCW 36.70A.010)

This is the foundation for the GMA. It requires all cities and counties in the state to:

- Designate and protect wetlands, frequently flooded areas, and other critical areas.
- Designate agricultural lands, forest lands, and other natural resource lands.
- Require evidence of potable water before issuing building permits.
- Determine that new residential subdivisions have appropriate provisions for public services and facilities.

In addition, 29 counties and the 218 cities within them have extra responsibilities in planning for growth. (These jurisdictions are the fastest-growing counties and the cities within them, as well as some others that chose to plan under the GMA.) The 29 counties with more extensive requirements under the GMA contain about 95 percent of the state’s population.

Here are the basic steps that local governments planning under the GMA are to follow:

- Agree on county-wide planning policies to guide regional issues.
- Plan for urban growth within the urban growth areas that are adopted by each county.
- Adopt comprehensive plans with elements that fit together. The elements include land use, transportation, capital facilities, utilities, housing, shorelines, and (for counties only) rural.
- Adopt development regulations that carry out GMA comprehensive plans.

GMA plans and regulations are to be guided by 14 goals that are summarized below:

- Focus urban growth in urban areas.
- Reduce sprawl.
- Provide efficient transportation.
- Encourage affordable housing.
- Encourage sustainable economic development.
- Protect property rights.
- Process permits in a timely and fair manner.
- Maintain and enhance natural resource-based industries.
- Retain open space and habitat areas and develop recreation opportunities.
- Protect the environment.
- Encourage citizen participation and regional coordination.
- Ensure adequate public facilities and services.
- Preserve important historic resources.
- Manage shorelines wisely.

The comprehensive plans are to provide for 20 years of growth and development needs. They can be amended once a year. Local governments are to update their plans at least every five years.

When plans and regulations are developed, they are submitted to the Washington State Office of Community Development (OCD) for review. However, OCD does not certify the plans or approve the regulations. Plans are valid upon adoption unless a growth management hearings board finds that they are not in compliance with the GMA.

Three hearings boards, one for each region of the state, resolve disputes about whether a local government is in compliance with the GMA. The board may send a plan or regulation back to the local government for changes, if necessary. In exceptional cases, where the plan or regulation would interfere significantly with the fulfillment of GMA goals, the board may invalidate all or part of a plan or regulation. A local government may amend its plan or regulation to come into compliance.

In 1995 additional laws were passed to better connect state environmental laws with growth management and to reduce the time for issuing local development permits. The Land Use Study Commission reviewed Washington's land use laws and made recommendations to the Legislature. The GMA was amended to further integrate Washington's land use and environmental laws and to give local governments more guidance on rural lands.

OCD is the agency charged with being the central coordinator for state government in carrying out the GMA. Through the Growth Management Program, it also provides technical and financial assistance to help local governments manage growth.

For a list of state publications on growth management, call 360-725-3000. General information is available on the Internet:

(www.ocd.wa.gov/info/lgd/growth).

